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Workmen's Compensation: Measures of Accomplishment
Basis and Background of Retirement Test

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Social Security in Review

1953 in Review

THE year 1953 was in general a prosperous one, in the words of President Eisenhower's Economic Report, sent to Congress on January 28, 1954. "The prosperity enjoyed by the overwhelming majority of Americans should not blind us," the report said, "to the minority of families with annual incomes below \$2,000, or even \$1,500. . . . Some people have no earnings at all, or extremely low earnings because of partial unemployment, sickness, or other factors."

"To protect and promote the Nation's economic stability," the President recommended "bold steps," which would include modernizing unemployment insurance and broadening the base and benefits of old-age and survivors insurance. In the discussion of social insurance, the report pointed out that "because the floor of security to the individual has been built primarily upon welfare considerations, its contribution to the economic progress of the United States has not been adequately appreciated. Yet the worker is likely to be fully productive only if he feels reasonably safe against want from unemployment, old-age, or misfortune."

The increasingly important part that social insurance plays in the attempt to achieve this goal is reflected by the fact that during 1953 old-age and survivors insurance benefits became for the first time the leading source of money income for persons aged 65 and over. Old-age assistance, which had ranked next to employment as the chief source of income for the aged from the middle thirties to 1950, in 1953

was in third place, though its contribution was still a substantial one.

¶ In old-age and survivors insurance, monthly benefits totaling \$253.8 million were being paid at the end of the year to nearly 6 million persons—a net increase for the 12 months of almost 1 million (19 percent). Old-age beneficiaries accounted for three-fifths of the total increase and at the end of the year numbered 3.2 million, 22 percent more than a year earlier. The year's growth in the number of beneficiaries receiving the other types of monthly benefits ranged from 10 percent for aged dependent parents to 20 percent for wives or husbands. At the end of December, 4.6 million persons aged 65 or over were receiving monthly benefits, four-fifths of a million more than in December 1952. About 1.3 million mothers and dependent or orphaned children under age 18 were receiving monthly benefits.

Monthly benefit awards in 1953 totaled 1.4 million—6 percent more than the previous high reached in 1951 and slightly more than the number awarded during the 5-year period 1940-44. More than half these benefits were awarded to retired workers. New highs were set for the number of old-age, wife's or husband's, and widow's or widower's benefits awarded, while the 1953 totals for child's and for mother's benefits were only slightly less than the record number previously established.

The increase in the number of old-age monthly benefit awards was due chiefly to the extension of coverage provided by the 1950 amendments, which brought a sharp increase in the insured population. Many persons in the newly covered occupa-

tions became insured for the first time in 1952 or 1953 and thus contributed to the growth in the number of insured workers. Accordingly, the estimated number of fully insured persons aged 65 or over has increased markedly—from 3.5 million at the beginning of 1952 to 4.2 million at the beginning of 1953 and to 4.6 million on January 1, 1954. Another factor that contributed to the increased number of old-age benefit awards was the many awards to self-employed persons. After January 1, 1953, an individual could, for the first time, become entitled to full-rate benefits based solely on self-employment income.

Lump-sum death payments during 1953 numbered 533,000, about 76,000 more than the previous record high set in 1952. About 512,000 deceased wage earners were represented in these awards, compared to 438,000 in 1952. The increased number of lump-sum benefits reflects the growth in

The 6-million mark in the number of men, women, and children who are beneficiaries of old-age and survivors insurance was passed in January 1954. Twice as many persons are now receiving monthly benefits as in August 1950—the month the 1950 amendments became law.

the number of fully insured persons at all ages—from about 62.6 million at the beginning of 1952 to approximately 66.6 million at the beginning of 1953 and to about 69.2 million on January 1, 1954.

Monthly benefits certified for payment in 1953 totaled \$3,013 million,

35 percent more than in 1952 and almost triple the amount for 1950. This rise reflects the higher benefit rates provided by the 1952 amendments, the progressively rising proportion of beneficiaries whose benefits were computed under the new-start formula, and the marked increase in the total number of beneficiaries. Lump-sum death benefits amounted to \$87 million—an increase of 38 percent from the amount paid in 1952. The total amount of monthly benefits and lump sums certified for payment in 1953—\$3,101 million—exceeded by \$18 million the amount certified for payment during the 10 years 1940-49.

¶ Two new State-Federal programs of public assistance were established in 1953. Nevada began to operate a State-Federal program of aid to the blind, and Tennessee established a program of aid to the permanently and totally disabled. With these additions, all the States now have programs operating under the Social Security Act to help the needy blind, and 40 States have programs for the disabled.

The number of persons receiving public assistance continued to decline in 1953, but the reduction was the smallest in any year since the caseloads began to drop in 1950. For old-age assistance and aid to dependent children, the declines in caseloads were less than in 1952 and 1951. The total number of cases receiving general assistance also declined less than in preceding years, but the number of persons included in the cases was somewhat higher in December 1953 than in December 1952. The other two programs showed increases, which were, however, less than those in 1952.

The decline in old-age assistance was continuous during the year, and by December 1953 the caseload had dropped by about 54,800, or 2.1 percent, from the number in December 1952. Smaller caseloads were reported by 39 States. Of the 13 States with increases, only two—Mississippi and Puerto Rico—had also had increases in the preceding year, and four reported increases less than the reductions in 1952. The number of recipients of old-age assistance dropped

(Continued on page 31)

Selected current statistics

[Corrected to Feb. 8, 1954]

Item	December 1953	November 1953	December 1952	Calendar year	
				1953	1952
<i>Labor Force</i> ¹ (in thousands)					
Total civilian.....	62,614	63,353	62,921	63,417	62,966
Employed.....	60,764	61,925	61,509	61,894	61,293
Covered by old-age and survivors insurance ²			47,190		45,900
Covered by State unemployment insurance ³	36,700	36,600	36,900	36,442	35,717
Unemployed.....	1,850	1,428	1,412	1,523	1,673
<i>Personal Income</i> ⁴ (In billions; seasonally adjusted at annual rates)					
Total.....	\$284.7	\$285.9	\$280.6	\$284.5	\$269.7
Employees' income ⁵	197.1	199.0	193.7	198.5	184.3
Proprietors' and rental income.....	50.4	50.0	51.8	49.9	51.2
Personal interest income and dividends.....	22.5	22.7	21.5	22.2	21.0
Public aid ⁷	2.4	2.4	2.5	2.4	2.4
Social insurance and related payments ⁸	10.0	9.5	8.6	9.1	7.9
Veterans' subsistence allowances ⁹ and bonuses.....	.4	.4	.4	.4	.7
Miscellaneous income payments ¹⁰	2.1	2.1	2.3	2.2	2.4
<i>Old-Age and Survivors Insurance</i>					
Monthly benefits:					
Current-payment status: ¹¹					
Number (in thousands).....	5,951	5,906	5,026		
Amount (in thousands).....	\$253,792	\$250,057	\$205,179	\$3,013,200	\$2,228,960
Average old-age benefit.....	\$51.10	\$51.00	\$49.25		
Awards (in thousands):					
Number.....	101	101	107	1,419	1,083
Amount.....	\$4,572	\$4,626	\$4,713	\$65,772	\$42,750
<i>Unemployment Insurance</i> ¹					
Initial claims (in thousands).....	1,616	1,241	1,103	11,349	11,174
Weeks of unemployment claimed (in thousands).....	6,677	4,496	4,054	51,468	54,311
Weeks compensated (in thousands).....	5,173	3,396	3,093	42,556	45,777
Weekly average beneficiaries (in thousands).....	1,124	809	672	812	874
Benefits paid (in millions) ¹²	\$121	\$79	\$69	\$962	\$998
Average weekly payment for total unemployment.....	\$24.34	\$24.31	\$23.26	\$23.58	\$22.79
<i>Public Assistance</i> ¹³					
Recipients (in thousands):					
Old-age assistance.....	2,591	2,591	2,646		
Aid to dependent children:					
Families.....	548	542	570		
Children.....	1,464	1,445	1,495		
Aid to the blind.....	100	100	99		
Aid to the permanently and totally disabled.....	195	193	164		
General assistance.....	270	246	280		
Average payments:					
Old-age assistance.....	\$51.50	\$51.07	\$50.90		
Aid to dependent children (per family).....	\$4.22	\$3.45	\$3.83		
Aid to the blind.....	\$5.65	\$5.36	\$4.91		
Aid to the permanently and totally disabled.....	\$5.44	\$5.94	\$5.57		
General assistance.....	\$9.53	\$8.98	\$9.82		

¹ Continental United States only. Estimated by the Bureau of the Census, except as noted. Monthly employment figures represent specific week and annual figures, average week (unemployment insurance data represent pay period instead of week).

² Estimated by the Bureau of Old-Age and Survivors Insurance; excludes joint coverage under the railroad retirement and old-age and survivors insurance programs. Data for 1953 not available.

³ Data from the Bureau of Employment Security, Department of Labor.

⁴ Data from the Office of Business Economics, Department of Commerce. Continental United States, except for employees' income, which includes pay of Federal civilian and military personnel in all areas.

⁵ Beginning January 1952, social insurance contributions from the self-employed excluded from total but not deducted from proprietors' income.

⁶ Civilian and military pay in cash and in kind, other labor income (except workmen's compensation), mustering-out pay, terminal-leave pay, and Government contributions to allowances for dependents of enlisted personnel. Excludes employee contributions under social insurance and related programs.

⁷ Payments to recipients under the 4 special public assistance programs and general assistance.

⁸ Includes old-age and survivors insurance benefits; railroad, Federal, State, and local retirement benefits; veterans' pensions and compensation; workmen's compensation; State and railroad unemployment insurance and temporary disability benefits; and unemployment allowances to veterans under the Servicemen's Readjustment Act and the Veterans' Readjustment Assistance Act.

⁹ Under the Servicemen's Readjustment Act and under the Veterans' Readjustment Assistance Act.

¹⁰ Includes payments under the Government life insurance, national service life insurance, and military and naval insurance programs, the Government contribution to nonprofit organizations, business transfer payments, and recoveries under the Employer's Liability Act for railroad workers and seamen.

¹¹ Benefit in current-payment status is subject to no deduction or only to deduction of fixed amount that is less than the current month's benefit; calendar-year figures represent payments certified.

¹² Monthly amounts, gross; annual amounts adjusted for voided benefit checks and benefit refunds.

¹³ Except for general assistance, includes vendor payments for medical care and cases receiving only such payments.

Workmen's Compensation: Measures of Accomplishment

by DOROTHY McCAMMAN and ALFRED M. SKOLNIK*

Any balanced evaluation of the scope and character of protection afforded by social security programs cannot ignore the important contributions of workmen's compensation. In this country, any historical treatment properly leads off with workmen's compensation as the forerunner of our social insurance provisions. Such evaluations have been severely handicapped, however, by the lack of yardsticks with which to measure the accomplishments of workmen's compensation on a Nation-wide basis. The work done in developing such measures and the results of the analysis are described here.

MORE than a dozen years ago, the Division of Research and Statistics (then the Bureau of Research and Statistics) undertook to explore the possibility of developing national measurements of the scope of workmen's compensation. Estimates of benefits paid during 1939 and 1940 under each of the State and Federal programs, and a description of the estimating method, were presented in a BULLETIN article in 1942.¹ Since then, annual estimates of benefit payments have been published periodically. Coverage estimates and methodology were first presented in the BULLETIN in 1950, along with other available data on workmen's compensation operations.²

The Division has since carried forward on a limited basis its efforts to refine these estimates and to develop further measures of the scope and adequacy of workmen's compensation programs. The present article serves as a compendium of the various measurements and at the same time presents more detailed analysis of the newly available data.

Description of the Programs

Most of the workmen's compensation programs in the United States

* Division of Research and Statistics, Office of the Commissioner.

¹ Michalina M. Libman, "Workmen's Compensation Benefits in the United States, 1939 and 1940," January 1942.

² Dorothy McCamman, "Workmen's Compensation: Coverage, Premiums, and Payments," July 1950.

are now about 40 years old. As early as 1908 the Federal Government covered its employees engaged in hazardous jobs. Some 30 States enacted laws in the short period 1911-15. All except six had adopted programs by the end of 1920. After this wave of legislative activity, nearly three decades elapsed—exactly four decades from the date of the first Federal act—before, in 1948, the last of these six States enacted its law.

Workmen's compensation legislation replaces the common-law right of the worker to sue his employer for damages caused by the employer's negligence. This right had proved a dubious one because of the customary common-law defenses available to the employer—assumed risk of the employment, negligence of fellow workers, and the employee's contributory negligence—and because of the uncertainties, cost, and slowness of the court remedy. Compensation programs undertook instead to assure prompt payment of statutory benefits to injured employees and to the dependents of persons killed in industry, regardless of fault or blame, and with costs paid by the employer as part of the expense of production.

Some of the laws adopted by the States were compulsory and some elective. A compulsory statute requires every employer within the scope of the law to accept its provisions and pay the compensation specified. An elective act may be accepted or rejected by the employer, but those who reject it lose the cus-

tomary common-law defenses. In some instances the laws are compulsory with respect to certain employments and elective with respect to others. Most acts permit legally exempt employers to accept voluntarily the coverage of the law. There are about an equal number of compulsory and elective acts, but the coverage of those classified as compulsory is much the greater.

Another essential difference among the States in the framework of their compensation systems is in the organizational method of insuring that compensation will be paid when due. Employers may choose their own private insurance companies except in seven States, where they are required to use the "exclusive" State fund in insuring their risks. Eleven other States have State funds, but these are "competitive" funds and employers choose between insuring with the fund or with a private carrier. Under all but a few acts an employer may qualify as a "self-insurer" by giving proof of ability to carry his own risk.

The acts differ, too, with respect to the comprehensiveness of their coverage provisions. None of the State laws covers all employments. Commonly, the laws exempt employers of agricultural, domestic, and casual labor, as well as other employers who have fewer than a specified number of employees. A number of laws define coverage in terms of hazardous or extrahazardous employment.

Coverage Estimates

In presenting estimates of the average monthly number of covered workers and the amount of covered payroll for the years 1940, 1946, and 1948, the article in the July 1950 BULLETIN included a detailed description of the estimating method. As background for the new estimates, the estimating procedure is summarized briefly.

The estimates for the benchmark years of 1940 and 1946 were based primarily on payroll data provided by the National Council on Compensation Insurance, the major rate-making organization in the country. For each State, a covered payroll figure was built up consisting of the private-carrier payroll reported to the National Council (adjusted where necessary for incomplete membership of private carriers in the Council); self-insurers' payrolls as reported to the State administrative agency or estimates of these payrolls; and—where relevant—payrolls insured by State funds, as reported to the Council for those competitive State funds that are members and on the basis of data obtained from the States for others.

The covered payroll developed for each State was then translated into an estimate of the number of workers covered in an average month by using the relationship between payrolls and average monthly employment under the State's unemployment insurance program in that year. Use of this conversion method yields a workmen's compensation coverage estimate that is on the same basis as the coverage figure for the unemployment insurance program—that is, the average of the number of workers in covered employment in the pay period of each type (weekly, semi-monthly, etc.) ending nearest the 15th of each month.

The estimates thus obtained were close—both in absolute amounts and in percentage increase over the years—to the coverage of the unemployment insurance programs. This close relationship made it possible to project the workmen's compensation estimates to later years by using the percentage increase under unemployment insurance, with Federal workers treated separately. The projection method was used in developing the 1948 estimates included in the earlier article and for the estimates that have been prepared in the intervening years.

The new estimates also place primary reliance on this projection method. For each State the estimated average monthly number of covered workers in 1946 was projected to 1951, on the basis of the percentage

increase in average monthly employment covered under the unemployment insurance programs, with adjustments where necessary for changes in the coverage provisions of the laws. These estimates were submitted to the respective State workmen's compensation administrative agencies for review and comment. In some instances the State provided additional data or suggestions for improving the estimates. In general, however, the State's reply took the form of approval, sometimes qualified by a statement to the effect that the agency had no way of gauging the coverage of the act it administers but that the estimates looked reasonable.

Because the coverage estimates are not uniformly good from State to State, only the national totals are shown in table 1. Individual State figures have been used, however, to arrive at other measurements included in the analysis below and as a weighting device in connection with the various benefit provisions.

In an average month in 1952, an estimated 38.5–39.5 million workers had protection under the State and Federal workmen's compensation programs. The payroll covered by these programs is estimated at \$135–140 billion for the calendar year. The coverage of workmen's compensation thus extends to almost 4 out of every 5 civilian wage and salary workers and to just above this proportion of civilian wages and salaries. These proportions are slightly higher than those in 1946 and 1948, when it was estimated that three-fourths of the civilian wage and salary workers were covered. Among the reasons for this growth are the addition of Missis-

issippi's program (effective in 1949) and the increasing proportion of workers who are employed in non-agricultural industries, which come within the scope of the compensation acts, and the declining proportion in agricultural employment, which usually is not covered.

The workmen's compensation coverage estimates exceeded the coverage of the State unemployment insurance programs by about 3–4 million workers in an average month in 1952. Public employees at all levels of government—numbering almost 7 million in 1952—are rarely covered by unemployment insurance but usually do have the protection of the workmen's compensation programs. On the other hand, higher numerical exemptions under some of the workmen's compensation laws and the elective nature of many such laws result in the exclusion of some industrial workers who are protected against the risk of unemployment. Obviously, however, the overwhelming majority of the workers are covered by both programs.

Partly for comparability with coverage measurements under other programs, workmen's compensation coverage has been measured in terms of average monthly employment rather than total employment during the year or during any period longer than the pay period. The average employment concept seems especially suitable for a program that ties its protection to employment at a particular time, that protects the worker against injuries while he is on the job but does not build up rights that carry over after he is no longer on the job. There are, however, many millions of persons who are in the labor force and covered by workmen's compensation programs for only brief periods during the year. A coverage measure that reflects these in-and-out workers and relates to employment during the year is used by the Chamber of Commerce, which estimates that "approximately 45,000,000 workers are protected by workmen's compensation in the United States."³

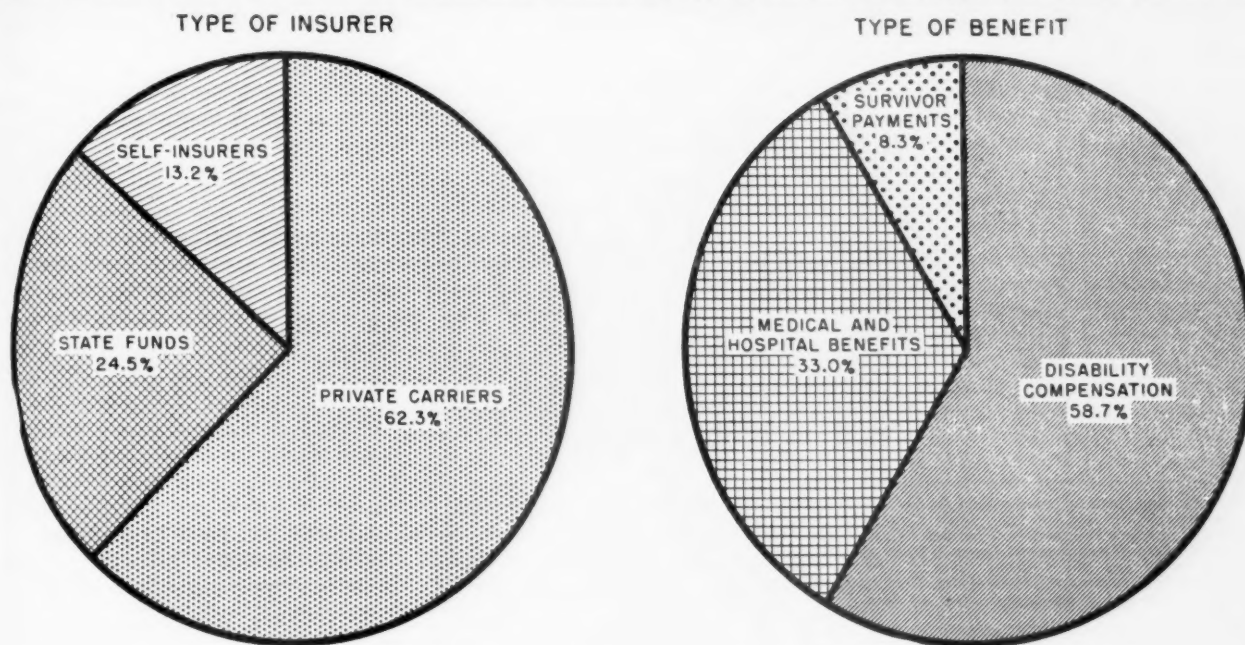
"Potential" and "applicable" coverage.—Different concepts of coverage

³ Chamber of Commerce of the United States, *Analysis of Workmen's Compensation Laws*, January 1954.

Table 1.—*Estimates of annual covered payroll and number of workers covered in an average month, 1940 and 1945–52*

Year	Covered payroll (in billions)	Number of workers covered in an average month (in millions)
1940.....	\$35–36	24–25
1945.....	72–74	31½–32½
1946.....	78–81	32½–33½
1947.....	90–93	34–35
1948.....	100–103	35–36
1949.....	99–102	34–35
1950.....	108–112	35–36
1951.....	125–130	37½–38½
1952.....	135–140	38½–39½

Chart 1.—Distribution of workmen's compensation benefits, by type of insurer and by type of benefit payment, 1952



have sometimes been used to measure (a) the number of workers "potentially" coverable under State laws and (b) the number to whom the laws would be "applicable" if all the elections they provide had been made. The first type of measure includes all wage and salary workers except Federal Government employees and railroad workers. The second type of measure makes the further subtractions of agricultural, domestic, and casual workers and other exclusions indicated in the laws. The measurement of applicable coverage makes no allowance for the voluntary acceptance of the law by employers who are legally exempt and—on the other side of the coin—treats as covered those workers whose employers are within the prescribed scope of the act but prefer to reject it and risk a suit for damages (if the act is an elective one) or simply fail to comply (if the act is compulsory).

Bureau of the Census data for April 1950 provide an opportunity to estimate the potential and the applicable coverage for purposes of comparison with the "actual" coverage estimates. Potential coverage under State workmen's compensation laws—that is, all private wage and salary workers (except the interstate railroad workers)

plus State and local government employees—approximated 42.3 million persons in April 1950. For the same month, it is estimated that actual coverage under the State programs was 32–33 million, or about 76–78 percent of the potential coverage.

The ratio of actual to potential coverage varies widely from State to State, depending on the composition of the labor force and on statutory provisions. In three highly urban States with more than one-fifth of the potential coverage, the ratio of actual to potential coverage was 90 percent or more; the laws of these States do not exempt small employers, and in two of the three they are compulsory. The ratio was 85–90 percent in five States with almost another fifth of the potential coverage; all of these States have compulsory laws, and the only rural State among them makes no numerical exceptions.

Of the seven States with ratios of 80–85 percent (containing 13 percent of the potential coverage), six have elective laws, but three of these States, as well as the one State with compulsory coverage, have little farm population; of the three rural States, two make no numerical exemptions. Another fifth of the potential cover-

age was in 13 States with ratios between 65 percent and 80 percent; no highly rural States are in this group, and nine have compulsory laws.

There were 21 States, which together accounted for just over one-quarter of the potential coverage, where the ratio of actual to potential coverage was less than 65 percent. With six exceptions these States have elective laws. The group contains 11 of the Nation's 15 most rural States and has none of the 15 most urban.

It is generally recognized as socially desirable that all wage and salary workers be protected against employment injuries. The usual law does not attempt, however, to cover farm employment, and rurality therefore greatly affects the ratio of actual to potential coverage. A measurement of the effectiveness of a specific law in reaching those workers it is intended to cover—that is, the relative effectiveness of compulsory and elective laws—must consequently be in terms of applicable coverage.

The earlier BULLETIN article compared the findings of Arthur H. Reede⁴ as to applicable coverage in 1940 with the Division's estimate of

⁴ *Adequacy of Workmen's Compensation*, Harvard University Press, 1947.

Table 2.—Payments by type of insurance, 1939-52

(Amounts in thousands)

Year	Total		Type of insurance					
			Insurance losses paid by private insurance carriers ¹		State fund disbursements ²		Self-insurance payments ³	
	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent
1939	\$234,740	100.0	\$122,183	52.0	\$68,481	29.2	\$44,076	18.8
1940	255,922	100.0	134,653	52.6	72,541	28.3	48,728	19.1
1941	291,009	100.0	159,823	54.9	77,202	26.5	53,984	18.6
1942	328,781	100.0	190,239	57.9	81,247	24.7	57,295	17.4
1943	353,043	100.0	213,123	60.4	80,574	22.8	59,346	16.8
1944	385,619	100.0	236,655	61.4	85,990	22.3	64,913	15.9
1945	408,738	100.0	252,570	61.8	91,255	22.3	68,575	15.8
1946	434,427	100.0	269,799	62.1	96,053	22.1	74,039	15.2
1947	486,175	100.0	301,833	62.1	110,303	22.7	78,597	14.7
1948	534,344	100.0	334,669	62.6	121,048	22.7	82,766	14.6
1949	567,615	100.0	353,140	62.2	131,700	23.2	87,261	14.1
1950	617,283	100.0	381,329	61.8	148,693	24.1	95,960	13.5
1951	710,339	100.0	444,416	62.6	169,963	23.9	104,134	13.2
1952	787,410	100.0	490,793	62.3	192,483	24.5		

¹ Net cash and medical benefits paid during the calendar year by private insurance carriers under standard workmen's compensation policies. Data from the *Spectator* (*Premiums and Losses by States of Casualty, Surety and Miscellaneous Lines for 1939 through 1949* data; *Insurance by States of Fire, Marine, Casualty, Surety and Miscellaneous Lines for data since 1949*).

² Net cash and medical benefits paid by competitive and exclusive State funds, and the Federal

system for Government employees. Compiled from State reports (published and unpublished) and from the *Spectator* or other insurance publications; data for fiscal years for some funds.

³ Cash and medical benefits paid by self-insurers, plus the value of medical benefits paid by employers carrying workmen's compensation policies that do not include the standard medical coverage. Estimated from available State data.

actual coverage for the same period. The estimated range of actual coverage under the State laws amounted to 85-89 percent of the Reede estimate, with the ratios tending to be somewhat higher in States with compulsory laws than in those with elective laws.

For a comparable analysis relating to 1950, it was necessary to estimate applicable coverage, using Bureau of the Census data for the base and for the exclusions of such groups as farm and domestic workers, and roughly estimating the effect of numerical exclusions from old-age and survivors insurance data. (No refinements were possible when laws were couched in terms of "hazardous employment" or had special provisions for the coverage of State and local government employees.)

By this rough method, applicable coverage was estimated to be just under 37 million in April 1950. The range of actual coverage for the same month was 87-90 percent. For the States with compulsory laws the actual coverage—the midpoint of the range—amounted to 93 percent of the applicable coverage; in those with elective laws, it was 83 percent. Of the 23 States with laws classified as compulsory, seven had ratios of 95

percent or more, seven ratios were between 85 and 95 percent, and only three were less than 70 percent. For the 26 States with elective laws, the ratio of actual to applicable coverage was more than 95 percent in only four, between 85 percent and 95 percent in six, and less than 70 percent in as many as six.

Benefit Payments

Compensation payments and medical benefits for injured workers totaled \$787 million during the year 1952 and probably reached \$850 million during 1953. The distribution of these payments is shown in chart 1.

The 1952 total represents a 235-percent increase from 1939, the benchmark year of the benefit series prepared by the Division. During the 14 years the payments made by private carriers have quadrupled, while State fund disbursements have not quite tripled, and self-insurance payments have little more than doubled. As a result of their faster rate of growth, private carriers paid 62 percent of all benefits in 1952 as against 52 percent in 1939 (table 2).

Private carriers had gained this larger share of the total by 1944, and since that year their rate of growth has been somewhat less than the rate

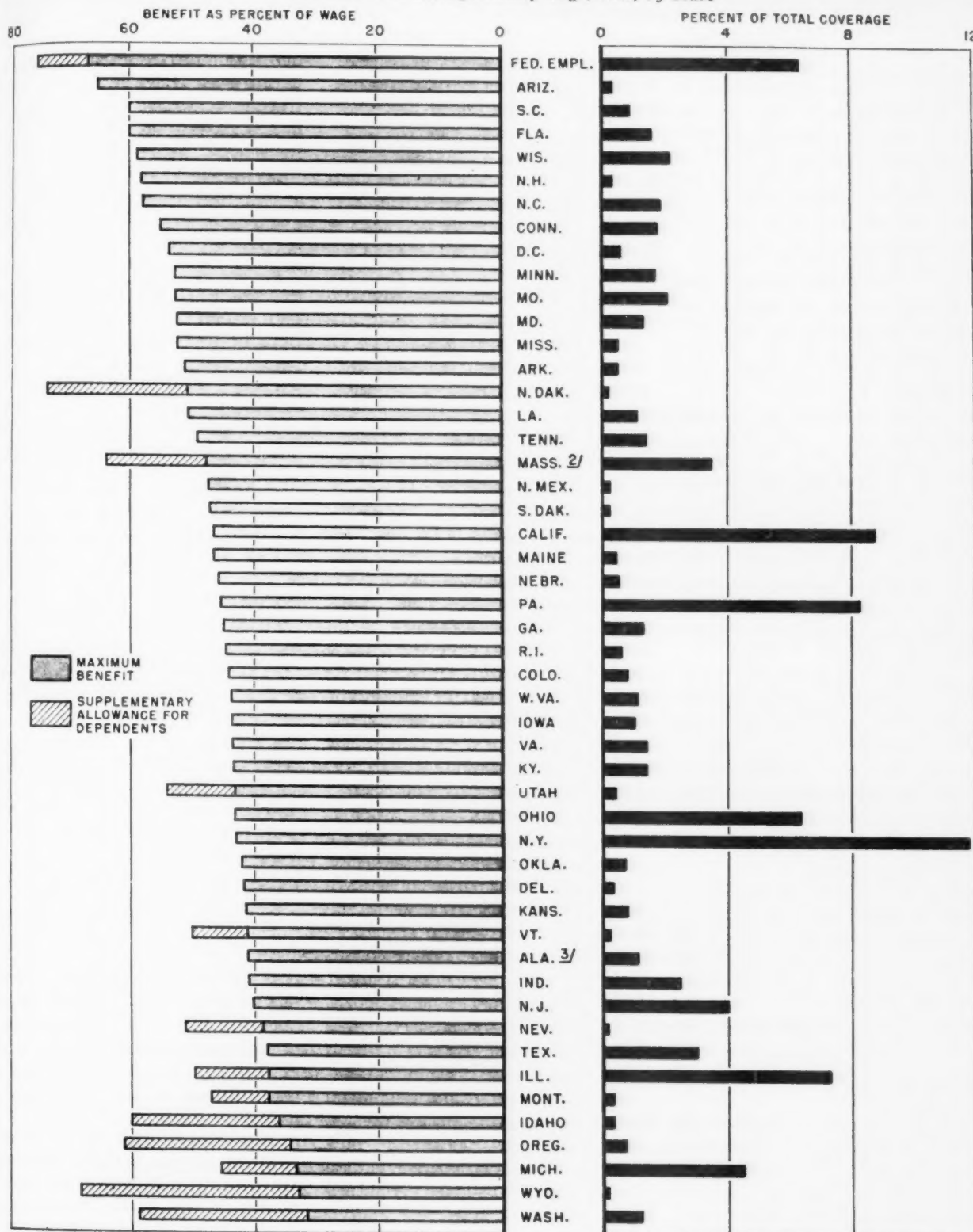
for State funds. Between 1944 and 1952, losses paid by private carriers increased 107 percent and State fund disbursements, 124 percent. Exclusive State funds, together with the system for Federal Government employees, contributed proportionately more of the increase than did competitive State funds.

Of the \$787 million paid in benefits in 1952, one-third went for hospitalization and other medical costs and two-thirds for compensating the wage loss of injured or deceased workmen (table 3). Medical costs had accounted for slightly more than one-third of the total in 1939 but had dropped to about three-tenths during the war. Over the years, compensation paid to the survivors of workers dying from industrial accidents has formed a steadily decreasing proportion of all benefits; from about one-eighth in 1939, it dropped to only one-twelfth in 1952.

Benefits in relation to payrolls.—A number of factors combine to account for the growth in workmen's compensation payments—the expanding labor force protected by the programs, the rise in wage rates on which cash benefits are based as well as increasing costs of hospitalization and medical benefits, and statutory liberalizations in the benefits provided. With the exception of the last item these factors are reflected—indirectly in the case of medical costs—in the increase in the payroll covered by workmen's compensation programs. To maintain the same relative effectiveness over a period of years, the growth in benefit payments would have to keep pace with the growth in insured payrolls, unless injuries were to decline in frequency and severity. Actually the rise in benefit payments has lagged far behind that in insured payrolls during the period for which estimates are available. Benefit payments amounted to 0.72 percent of the covered payroll for 1940; by 1945 the ratio had dropped to 0.56 percent, and it continued downward to a low of 0.53 in 1947 and 1948. The proportion was 0.56 during the years 1949-51 and then rose slightly to 0.57 in 1952.

That an improvement in accident rates does not completely explain the lower ratios of benefit payments to in-

Chart 2.—Maximum weekly benefit under workmen's compensation laws for temporary total disability,¹ June 1953, in relation to average weekly wage, 1952, by State¹



¹ Maximum weekly benefit for worker with and without eligible dependents under laws paying dependents' allowances; average wage for workers covered by State unemployment insurance.

² Four dependents assumed.

³ For workers with average wage, maximum same with or without dependents, though compensation of worker with dependents is based on higher proportion of wages.

sured payrolls is indicated by the Bureau of Labor Statistics series on work injuries in manufacturing. The injury-frequency rate per million employee-hours worked was 15.3 in 1940, somewhat less than the 1951 rate of 15.5 and considerably less than the rates of the war years and immediately thereafter (20.0 in 1943, 18.6 in 1945, 19.9 in 1946, and 18.8 in 1947). The severity of injuries, as measured by the average number of days lost per 1,000 employee-hours worked, has decreased in the last few years but was no lower in 1945 and 1946 than in 1940. On balance, therefore, it appears that the amount paid in benefits to injured workers fell seriously behind the rise in insured wages during the forties.

Proportion of wage loss compensated.—Two out of every 3 workers protected by workmen's compensation laws are covered by legislation in which the intent—as measured by the statutory percentage—is to compensate 67 percent or more of the weekly wage during total disability. Only three States, with less than 2 percent of the covered workers, now specify a percentage maximum that is less than 60 percent of wages.

This statutory percentage has sometimes been used as a measure of the proportion of wage loss met by the workmen's compensation programs.⁵ Actually the statutory percentage is only one of several factors determining the proportion of wage loss compensated. It is a factor that can rapidly diminish in importance in a period of rising wages.

In the decade 1939-49, the weekly dollar maximum assumed increasing importance in determining the compensation rate. In 1939—when half the laws provided a maximum of less than \$20 a week and \$25 was the highest amount payable under the State laws—these dollar maximums were nevertheless high enough so that they did not nullify the liberality of

⁵ During hearings on a 1919 amendment to raise the proportion in the Pennsylvania law from 50 percent to 60 percent, the proposed rate was attacked repeatedly on the ground that it would disturb the existing equal distribution of the loss between the employer and the employee. (E. H. Downey, *Methods of Comparing Compensation Costs*, Bureau of Labor Statistics Bulletin No. 281, 1921, p. 183.)

Table 3.—Benefits by type, 1939-52
(In millions)

Year	Total	Type of benefit			
		Medical and hospitalization payments	Compensation payments		
			Total	Disability	Survivor
1939....	\$235	\$85	\$150	\$120	\$30
1940....	256	95	161	129	32
1941....	291	100	191	157	34
1942....	329	108	221	185	36
1943....	353	112	241	203	38
1944....	386	120	268	228	40
1945....	409	125	284	242	42
1946....	434	140	294	250	44
1947....	486	160	326	280	46
1948....	534	175	359	309	50
1949....	568	185	383	331	52
1950....	617	200	417	362	55
1951....	710	233	477	417	60
1952....	787	260	527	462	65

the law with respect to the statutory percentage. In virtually every State, a worker receiving the average weekly wage (as measured by the unemployment insurance program) could receive the proportion of his wage loss specified in the statute.

Ten years later, however, this was the situation in only a few States, even though the maximum dollar amounts had been raised considerably. More than three-fourths of the laws provided maximum weekly benefits (including allowances for dependents) of \$25 or more, with 11 providing a maximum of \$35 or more. Liberalizations between the end of 1949 and the middle of 1953 increased to 20 the total number of laws with maximums of \$35 or more and reduced to two the number providing less than \$25. These higher maximums, however, had still not caught up with rising wages and were high enough in only five States to permit the statutory percentage to be effective for workers with average wages. These five States, which had only 3.3 percent of the covered workers, provided statutory percentages somewhat less than the widely used two-thirds.

To gauge the maximum effective percentage, the maximum dollar benefits payable under the laws in 1949, 1952, and 1953 (or the maximum for a worker without qualified dependents under the 14 acts that now provide supplementary allowances) have been related to the average wage of the preceding year. With the maximums ef-

fective at the middle of 1953, a worker in receipt of the average 1952 wage would have been paid a benefit amounting to less than 50 percent of his wage under more than two-thirds of the laws (chart 2). In 1949 there was only one State, with less than one-half of 1 percent of the covered working population, in which the maximum benefit was less than 35 percent of the average wage; by 1953 the number of such States had increased to four, with 6.5 percent of total coverage.

Six out of 10 covered workers were in States where the maximum benefit both in 1952 and under the liberalizations of 1953 amounted to 40.0-49.9 percent of the preceding year's average wage. As may be seen from the tabulation, however, the concentration of coverage below the 45-percent point was much greater for 1953 maximums in relation to 1952 wages than for 1952 maximums in relation to 1951 wages. The 1953 liberalizations did have the effect of slightly increasing the coverage at 50 percent or more—23 percent for the 1953 maximum as against 21 percent for 1952. In neither year were more than 1 in 10 workers, including Federal workers, covered by laws providing maximums of as much as 60 percent of the average wage.

Maximum as percent of average wage	Number of laws			Percentage distribution of coverage	
	1949	1952	1953	1952	1953
Under 35.....	1	3	4	1.6	6.5
35-39.9.....	8	8	5	17.3	11.0
40-44.9.....	9	12	17	23.2	35.8
45-49.9.....	10	12	8	36.6	23.1
50-54.9.....	6	6	9	7.9	9.8
55-59.9.....	8	5	3	3.2	4.4
60 and over...	8	4	4	10.2	9.1

The weekly wage loss above the effective rate of compensation is not the only cost of industrial injury that the worker is expected to bear. Other costs not met by the workmen's compensation program include the entire wage loss from work injuries of shorter duration than the waiting period and, in States that do not pay compensation retroactively to the date of the injury, the wage loss in the early days of disabilities that last long enough to be compensable. They include also losses beyond the specified maximums

with respect to aggregate payments or duration of payment; at the middle of 1953, only 1 in 4 laws provided for payment of death benefits to the widow for life or until remarriage and to the children until grown, and fewer than half the State laws assured that compensation for permanent total disability would be paid for life or the duration of the disability. Since there are strict limitations on medical benefits in one-third of the laws, the costs falling on the worker may also include some medical or hospitalization expenses unless the insurer voluntarily assumes these costs in order to reduce the period of disability for which compensation is payable.

In the absence of any valid measure of the overall proportion of the cost that workmen's compensation programs are meeting, a simple calculation has been made with respect to the wage loss for an average case of temporary total disability. Restriction of the analysis to this "segment"—a segment accounting for about 95 percent of all cases according to the American Accident Table and the work-injury data of the Bureau of Labor Statistics—reduces the number of assumptions that need be made and bypasses such knotty problems as disability classification and working-life expectancy of serious cases. It must be recognized, however, that a calculation limited to temporary disability cases overstates the proportion of wage loss compensated in all work injuries covered by the workmen's compensation program. The reason is that temporary disability seldom lasts long enough to bring into play the durational or aggregate maximums that curtail payments in death or permanent disability cases, a factor that more than offsets the deduction for the waiting period.

A measure of the program's greater effectiveness in compensating injuries that are of short duration than those that are permanent or result in death is found in Arthur Reede's detailed calculations.⁶ His data indicate that, in 1940, the North Carolina law compensated 47.7 percent of the wage loss in temporary disability cases but only 21.4 percent in permanent and fatal cases; in Massachusetts, for the policy

Table 4.—Countrywide experience of stock and mutual companies operating in the State of New York, 1939-52

[In thousands]

Year	Premiums earned	Losses incurred	Loss ratio	Expenses incurred	Expense ratio	Net gain ratio
Stock companies						
1939-52.....	\$3,778,807	\$2,217,053	58.7	\$1,417,438	37.5	3.8
1939.....	132,404	72,293	54.6	55,874	42.2	3.2
1940.....	134,567	75,088	55.8	57,460	42.7	1.5
1941.....	164,601	93,329	56.7	67,157	40.8	2.5
1942.....	206,455	123,253	59.7	77,421	37.5	2.8
1943.....	242,273	142,963	59.0	86,249	35.6	5.4
1944.....	249,541	141,989	56.9	88,088	35.3	7.8
1945.....	241,168	146,593	60.8	87,544	36.3	2.9
1946.....	250,919	144,856	57.7	98,360	39.2	3.1
1947.....	312,626	170,312	54.5	115,359	36.9	8.6
1948.....	345,754	182,026	52.6	127,238	36.8	10.6
1949.....	336,222	176,320	52.4	126,419	37.6	10.0
1950.....	336,641	206,698	61.4	131,963	39.2	-6.6
1951.....	384,025	257,268	67.0	142,857	37.2	-4.2
1952.....	441,611	284,065	64.3	155,447	35.2	5.5
Mutual companies ¹						
1939-52.....	\$2,476,678	\$1,446,853	58.4	\$576,066	23.3	18.3
1939.....	75,825	40,946	54.0	17,971	23.7	22.3
1940.....	82,489	45,616	55.3	19,467	23.6	21.1
1941.....	104,150	61,657	59.2	24,059	23.1	17.7
1942.....	138,040	77,990	56.5	30,567	22.1	21.4
1943.....	150,534	86,406	57.4	33,720	22.4	20.2
1944.....	151,642	88,407	58.3	33,210	21.9	19.8
1945.....	145,206	84,138	57.9	33,978	23.4	18.7
1946.....	150,605	90,881	60.3	34,940	23.2	16.5
1947.....	201,843	108,907	54.0	45,415	22.5	23.5
1948.....	226,194	118,978	52.6	51,798	22.9	24.5
1949.....	230,098	132,658	57.7	54,073	23.5	18.8
1950.....	230,294	143,013	62.1	56,422	24.5	13.4
1951.....	278,177	173,601	62.4	67,597	24.3	13.3
1952.....	311,580	193,655	62.2	72,910	23.4	14.4

¹ All figures disregard dividends to policyholders, which, if taken into consideration, result in higher loss ratios and expense ratios; net gain ratio represents ratio before dividends to policyholders.

Source: Compiled from data in the Annual Reports of the New York State Insurance Department and from data in the Annual Casualty-Surety Editions of *The Eastern Underwriter*.

year 1935, the proportion compensated was 54.9 percent for temporarily injured workers and 25.2 percent for the others. More recent measures of this difference are found in the annual reports on work injuries published by Illinois. Of the compensable cases closed for the first time in 1952, the wage loss compensated was estimated at 30 percent for temporary cases but at only 13 percent for permanent-total cases, 14 percent for permanent-partial cases, and less than 6 percent for fatal cases.⁷

The proportion of wage loss compensated in temporary total disability has been calculated for an "average" case in a hypothetical State having a law of "average" liberality. It assumes an average duration of 17 days—the average time lost during 1952 by workers in manufacturing whose injuries resulted in only temporary disability, incapacitating for one full day or more

but not leaving any permanent ill effects.⁸ Assuming further a weekly wage of \$69 (the 1952 rate for the average worker covered by the unemployment insurance program) the wage loss of the injured worker would be \$168.

The law of this hypothetical State provides for a 7-day waiting period and pays compensation retroactively to the date of the injury only if disability lasts as long as 28 days. (Almost four-fifths of the workers covered by the State programs are under laws that specify a 7-day waiting period. The 28-day requirement for retroactive payment is somewhat less general, but about two-thirds of the coverage is in States that require at least 28 days—and some as long as 6 or 7 weeks—and the other third is fairly evenly divided between States with less rigid requirements and those that make no retroactive payments.) This combination of waiting-period

⁷ State of Illinois, Division of Statistics and Research, *Annual Report on Compensable Work Injuries, 1952*, part II, table 9.

⁸ "Work Injuries in the United States," *Monthly Labor Review*, January 1954.

⁶ Op. cit., pp. 205-225.

provisions in relation to disabilities lasting an average of 17 days has a discount of almost 25 percent, according to the distribution by duration of temporary total disability cases in the American Accident Table.⁹ Hence its effect is to compensate only 75.2 percent, or 12.8 days, of the average 17 days lost.

The weekly rate of compensation for the 12.8 days is estimated generously at \$33. This is the average, weighted by coverage, of the weekly dollar maximums (including dependents' allowances) of the State programs payable after the liberalizations enacted through the middle of 1953. Obviously, use of this average maximum will overstate the effective rate of compensation, not only because the maximum is that for a worker with dependents but because all workers with wages less than \$49.50 (assuming a statutory percentage of two-thirds) will receive less than the weekly dollar maximum. Accurate determination of the effective rate of compensation would require a distribution of wages in relation to a specific combination of benefit provisions—a determination that is theoretically possible and meaningful for a single law but not for this "average" program.

Payment at the rate of \$33 per compensable week would mean that the average temporary total disability case receives a total of \$60.34 for the 12.8 compensable days, or only 36 percent of the estimated wage loss of \$168. Thus it may be concluded that workmen's compensation is probably leaving unmet, on the average, about two-thirds of the wage loss in temporary disability cases and an even greater proportion of the aggregate wage loss from all disabilities of all covered workers, including those fatally or permanently injured. When the entire wage loss of employees not covered by a workmen's compensation program is also considered, it becomes

evident that by far the larger share of the cost of industrial accidents falls on the worker and his family.

Costs of Workmen's Compensation

An individual employer's cost of protecting his workers under the compensation law is determined, to a great extent, by his industrial classification and the hazards of that classification, subject to modification for his experience rating. The premium rate he pays, compared with the premium rate for the same industrial classification in another State, reflects the level of benefits provided by the law of his jurisdiction. His costs will also depend on the method by which he insures his compensation liability—through a private stock or mutual company, through an exclusive or competitive State fund, or through carrying his own risk. In combination, the variables produce an extremely wide range in the percentages of payroll employers spend for this protection.

For employers in the aggregate, however, workmen's compensation costs have been running just under 1 percent of covered payroll in recent years. An estimate of total costs to employers for the calendar years 1949-52 has now been developed by the same method used for 1940 and 1948 costs reported in the earlier article. The cost for employers insured by private carriers is the sum of premiums written by all private carriers as reported by the *Spectator*. A total of premiums paid by employers insured through State funds has been built up from the *Spectator* and State publications, with data reported on a fiscal-year basis converted to calendar-year estimates. The costs for self-insurers have been estimated by adding to their payments for compensation and medical care another 5-10 percent to allow for the administrative costs they pay directly or through taxes to cover the administrative costs of the State agency. The "premium" estimate for the system for Federal Government employees—financed through annual congressional appropriation—consists of the sum of the benefit payments and the administrative costs of the Bureau of Em-

ployees' Compensation, converted to a calendar-year basis.

The total premium figure thus derived amounts to about \$1,010 million for 1949, a slight drop from the 1948 total of \$1,014-1,018 million estimated earlier. Estimated costs again reached the 1948 level during 1950 and continued upward in 1951 to almost \$1,190 million. The 1952 total is estimated at \$1½ billion and consists of \$956 million in private carrier premiums, \$229 million in State fund premiums, \$109-115 million as the cost of self-insuring, and \$41 million for the system for Federal employees.

In relation to covered payroll, total costs to employers dropped from 1.2 percent in 1940 to 1.0 percent in 1948 and 1949, to 0.9 percent in 1950 and 1951, and then rose slightly to just under 1.0 percent for 1952.

In addition to the cost to employers of protecting their workers against employment injuries, mention should be made of the cost paid by State governments in administering the workmen's compensation laws and of supervising the operations of the insurance medium—the private carrier, the self-insurer, and/or the State fund. In five States the laws are administered by the courts, and it is impossible to separate the costs attributable to workmen's compensation from those attributable to other caseloads. In the seven States with exclusive funds and under the system for Federal Government employees, the task of administering the law is generally merged with that of providing insurance protection, so that separate cost figures for the administrative functions are also unattainable. In the other States (including those with competitive State funds), where workmen's compensation laws are administered through State-created commissions, departments, or agencies, data on administrative costs are available for recent years.

In 1950 and 1951, administrative costs in these 36 States and the District of Columbia amounted to \$13.3 million and \$14.2 million, respectively. Not all these amounts, however, represented a cost in addition to that paid by employers. In 19 States, expenses amounting to \$7.9 million and \$8.5 million for the 2 years were

⁹ The table was used by Mr. Reede (op. cit.) in his detailed calculations of the theoretical proportion of wage loss compensated by the laws of North Carolina and Massachusetts. Its use for the present calculations was considered appropriate, since the temporary total disabilities distributed therein have an average duration consistent with 1952's 17-day average.

financed through assessments against the insurance mediums and were already reflected in the premium charges of carriers to employers. Only in the 17 States and the District of Columbia, where administrative expenses were financed through appropriations from the general treasury, did administrative expenses—totaling \$5.4 million and \$5.7 million for 1950 and for 1951—represent a cost of workmen's compensation in addition to that charged in premiums.

Financing workmen's compensation costs through assessments rather than legislative appropriations permits State administrative agencies to be self-supporting and self-directing and offers greater assurance that sufficient administrative funds will be available for essential services. The advantage may be illustrated by a comparison of the relative amount of administrative dollars available under the two methods of financing. In 1951, in the States that relied on legislative appropriations, there was allocated for administration \$2.12 for every \$100 of benefits paid, while in the States that relied on assessments the administrative agencies received \$2.88 per \$100 of benefits disbursed.

Ratio of Losses to Premiums

The \$787 million paid out in medical and cash benefits amounted to 59 cents for every dollar of the \$1¼ billion spent by employers in 1951 to insure their workers. This is a considerably higher rate of return than the 53 percent found earlier for 1948.

The ratio of benefits paid during the year to insurance costs for the same year is subject to considerable misinterpretation. In the first place, the overall ratio conceals very different ratios resulting from differences in the insurance mechanisms. Thus, for self-insurers and the system for Federal Government employees, the ratio is around 95 percent because the cost is figured as payments during the year plus administrative expenses. For participating carriers—primarily mutual companies—and for some State funds, the ratio is lower than it would be were it possible to take dividends into account; that is, the cost included for employers insured by these carriers is overstated insofar

as a portion of their premiums may later be returned in the form of dividends. And for all private carriers and State funds, a loss ratio based on losses paid during the year is lower than one based on losses incurred. This difference is especially great in a period when insured payrolls are rising rapidly; the large amounts of premium income that must be set aside to cover liabilities for future payments may be considerably in excess of amounts paid during the year in cases continued from earlier years when wages and compensation rates were lower.

The relationship of the amount of losses incurred to the premiums earned is the measure commonly used by insurance organizations in evaluating and revising their manual rates. Data needed to determine this ratio are not available in a continuous series going back to 1939 for all private carriers or for State funds. The annual reports of the New York State Insurance Department, however, contain pertinent data on the country-wide business of private carriers operating in the State, representing about 80 percent of all business underwritten for United States employers by insurance companies. From these data the shifts in loss ratios, along with trends in expense ratios and underwriting gains for stock and mutual companies, can be traced for the years 1939–52 (table 4).

Caution must be used in comparing loss and expense ratios, since the mode of operation of stock and mutual companies is different. Nonparticipating stock companies, for example, distribute profits among their stockholders, while the bulk of the profits of mutual companies is returned to policyholders as dividends—representing in essence the difference between the anticipated and actual cost of insurance. If data were available for use in computing the loss and expense ratios of mutual companies based on premium volume less dividend payments, the ratios for these companies would be somewhat higher than those shown in table 4.

Without this adjustment the loss ratios of mutual and stock companies, when averaged for the 14 years, are almost identical. Stock

companies earned \$3.8 billion in premiums and paid to claimants or reserved for future payments \$2.2 billion, for a loss ratio of 58.7 percent; mutual companies earned \$2.5 billion in premiums while incurring losses of \$1.4 billion, for a ratio of 58.4 percent.

Mutual companies, however, because of their dividend privilege and their more selective underwriting, have better protection than stock companies against extreme fluctuations of losses. Their loss ratio varied from 52.6 percent in 1948 to 62.4 percent in 1951, in comparison with a range for stock companies of 52.4 percent in 1949 to 67.0 percent in 1951.

For both stock and mutual companies, loss ratios in the war and early postwar years were relatively low, exceeding 60 percent in only 1 year. In sharp contrast, the loss ratio in every year since 1949 has been more than 60 percent. Rates of the latter magnitude are considered unfavorable by insurance underwriters, especially when superimposed on unfavorable experience in certain other major casualty lines.

Stock companies have generally found the workmen's compensation line less profitable than have the mutual companies. During 1939–52, stock companies earned an underwriting profit of 3.8 percent, while mutual companies averaged an underwriting surplus of 18.3 percent. The underwriting gain of stock companies fluctuated considerably from year to year, ranging from a profit of 10.6 percent in 1948 to a deficit of 4.2 percent in 1951. Mutual companies also showed variation in their underwriting gain, but in no year since 1939 has their surplus dipped below 13.0 percent.

The better financial showing of mutual companies is mainly attributable to their lower expense ratio. In 1939–52, stock companies incurred expenses averaging 37.5 percent of premiums earned, while mutual companies incurred expenses averaging only 23.3 percent of premiums earned. As indicated earlier, however, this difference would be somewhat less if it were possible to make the upward adjustment in the mutual companies' ratios on account of dividends. The

expense ratios of stock companies have shown a gradual decline—from a high of 42.7 percent in 1940 to a low of 35.2 percent in 1952—but still remain considerably higher than the expense ratios of mutual companies, which ranged from 21.9 percent in 1944 to 24.5 percent in 1950.

The disparity in expense ratios is primarily due to the greater acquisition costs of stock companies. Stock companies sell the major proportion of their policies through commissioned agents, while mutuals sell most of their policies direct through salaried employees of the company. In recent years, acquisition costs and field supervision have averaged about 17 percent of premiums earned for stock companies, as against 7 percent for mutuals. Analysis of other items in the "expense loading" shows that mutual companies generally spend proportionately less for everything except inspection and the activities of rating bureaus and other company organizations.

Mutual companies have expanded their compensation business at a faster rate than have stock companies; their premiums earned in 1952 were 311 percent higher than in 1939 in contrast to a 234-percent increase for stock companies. While in 1939 the mutual companies wrote 36 percent of the compensation insurance sold by mutual and stock companies, by 1951 this proportion had risen to 42 percent.

Since competitive State funds spend a very small proportion of premiums for business-getting, and exclusive State funds spend practically nothing at all, it is to be expected that the expense ratios of State funds are lower than those of private carriers. For 1951 the administrative costs (excluding loss adjustment expenses) of all State funds came to 9.0 percent of premiums written—10.9 percent for competitive funds and 6.8 percent for exclusive funds. Recognition, however, should be given to the fact that private carriers include in their premium rates and expense loading certain charges that not all State funds are required to meet—such as taxes, dividend payments, and some administrative costs. In addition, private carriers may provide special consultative services in the field of accident

prevention, rehabilitation, payroll auditing, and merit rating that are often inadequately furnished by State funds.

Number of Beneficiaries

From time to time, the Division of Research and Statistics has worked on developing an estimate of the number of persons drawing workmen's compensation cash payments. For some years now this has been the only major gap in the Division's statistical series on beneficiaries of social insurance and related programs; the bridging of this gap represented a special challenge in that workmen's compensation predates the other forms of social insurance in this country.

In exploring the possibility of obtaining an estimate, attention had been centered on two types of data—statistics published regularly by many States on the number of open cases or cases closed during the year and unpublished data, compiled and made available by the National Council on Compensation Insurance, on awards during the year. The published data were found not usable for the purpose because the States differ greatly in their practices of classification by extent of disability and in their policies with respect to holding cases open. Nor could the Council data, although consistently classified, be readily translated into a count of the number receiving benefits at a given point in the year—the type of measure needed for comparability with beneficiary counts available for other programs.

Some years after these efforts were abandoned, it was decided that an entirely different approach might be worthwhile. Data would be sought from the insurance carrier, which writes and mails the benefit checks and is therefore in a much better position to know how many persons currently receive compensation than is the State administrative agency or the national rate-making organization. Information on the number of cases of the largest carriers—with compensation business spread broadly throughout the country so that State differences in payment levels are properly reflected—could then be projected to a Nationwide estimate on the basis of the relationship of their

premiums or losses to the national total.

Before embarking on the new project, a leading private insurance carrier (the Liberty Mutual Insurance Company) was consulted about the reasonableness of the general approach and asked for advice on specific procedures. The company responded generously, not only with guidance on methods but with the offer to do the necessary sampling of its own records if the project were undertaken. The carrier proposed to work from its regular records of the number of open cases as of the end of each month—records of a type probably kept by most large companies. These open cases include, in addition to cases actually receiving payments, those kept open in anticipation of possible payments to be met in the future. The company would periodically sample its open-case file to determine the percentage of open cases actively receiving indemnity.

Working from these suggestions, the Division sent exploratory letters to the nine largest companies that, together with the carrier already cooperating, wrote almost half of all the 1951 compensation business of private carriers. Data were also requested from the four largest State funds and from the Bureau of Employees' Compensation, which administers the Federal acts.

The response was excellent. The carriers cooperated wholeheartedly in providing estimates obtained by the method suggested, in developing alternative methods suited to other types of record-keeping procedures, in explaining differences in company practice with respect to holding cases open, and in making suggestions—or warning against pitfalls—related to methods of projecting the data of the cooperating carriers to a national total.

Even with all this assistance, the end result of the beneficiary project fell short of the desired goal. It has not been possible to develop a definitive figure for use currently and as a benchmark in the statistical series on social insurance beneficiaries. The project yielded instead a broad range that almost certainly encompasses the true figure but for which no sta-

statistical tests of reliability or significance have been attempted.

It is estimated that, in an average week, the number of injured workmen and of survivor families receiving cash compensation is about 400,000; possibly, however, the number is as low as 340,000 or as high as 470,000. The lower limit is based on the returns of only those cooperating carriers that determined the active indemnity cases by actually sampling their open-case files to obtain a ratio, an average payment per indemnified workday, or whatever measure best suited their record-keeping procedures—plus information for the federally administered acts. The upper end of the range has been placed high enough to include returns from all the cooperating carriers, including those that estimated the ratio without a detailed inspection of their open cases.

For use in projecting the data from the cooperating carriers to a national total, various indexes were available. Among them were data on premiums and losses on both an incurred and paid basis. The alternative methods of projecting the data produced more or less the same total; any slight variations were lost in the broad range resulting from the sharp differences in the reports of the cooperating carriers. Consequently the simplest method was used, and the data were projected on the basis of losses paid during the year, available for self-insurers as well as private carriers and State funds.

Early in the project, it was recognized that there could be considerable variation among the carriers in the ratio of active indemnity cases to total open cases, not only because of differences in policy with respect to holding cases open but also because the open-case count for some companies includes cases receiving medical care only. It had been expected, however, that after these differences were eliminated through application of the ratios or other data provided by the carriers, there would be simi-

larity among the carriers in the relationship between the number of cases actively receiving indemnity payments and such measures as the company's payments on losses during the year or its reserves. Instead the carriers fell into two quite distinct groups. The companies that had sampled their open-case files came out with much lower beneficiary counts in relation to payments and reserves than did those companies that made estimates of the ratio or number without actually drawing a sample or inspecting the open file.

At first glance, this might appear to be a difference due solely to the degree of accuracy of the data prepared for the project.¹⁰ Analysis of published figures on the writings of these carriers on a State-by-State basis, however, indicates a real difference between the two groups—a difference that confirms the direction, although not necessarily the magnitude, of the difference in the special project data. The basic difference lies in the liberality of the laws (as measured by weekly benefit amounts and

¹⁰ A company that did not perform the sampling operation, for example, might have proceeded on the assumption that all open indemnity cases were active and based its ratio on payment activity to total activity; application of this ratio to the open-case count would then yield a figure inflated by inclusion of open cases on which no activity occurred during the month. The extent of this inflationary factor would depend on the company's policy of holding cases open. It would be especially great where the company follows a conservative policy and holds a case open—even though the employee has returned to work—if it appears that the nature of the injury is such that payments may have to be resumed at some future date. For one company with a policy of holding such cases open, data are available to gauge the magnitude of the inflationary factor. The ratio of the company's active cases to the total number open is approximately 54 percent; of those cases involving activity, indemnity payments are made on approximately 52 percent. Thus, in terms of active cases, this company's ratio of cases with indemnity payments is 52 percent, but in terms of open cases the ratio is 28 percent (54 percent times 52 percent).

the duration of payments for death or permanent disability cases) under which the companies write most of their business. The more liberal the law, the greater the losses that must be paid and the reserves that must be accumulated per beneficiary case. The analysis showed that the cooperating carriers with low beneficiary counts in relation to reserves and losses had relatively more of their business in States with the most liberal laws and relatively less in States with the least liberal laws than did the carriers with high beneficiary counts.

There is thus reason to believe that a national count of beneficiaries based only on the data provided by the carriers that sampled their open files and came up with relatively low beneficiary counts would give undue weight to business written in States with liberal laws and by carriers known to be liberal in providing medical care and rehabilitation. On the other hand, a national estimate of beneficiaries based on data provided by all cooperating carriers would give undue weight to those carriers that included in their beneficiary count active but nonpaying cases. It is reasonable to conclude that the true count of beneficiaries lies between the two polar figures—340,000 and 470,000. Analysis of other data, including those of the National Council on Compensation Insurance and the State data used in connection with the earlier efforts to obtain an estimate of the number of beneficiaries, suggests a figure slightly less than 400,000.

This special project to obtain an estimate of the number of beneficiaries drawing cash payments has been described in more detail than is perhaps warranted by its results. The detail is considered necessary as a warning to possible users of the estimate—a *caveat emptor*, as it were. It is hoped, too, that a detailed description in the nature of a progress report may stimulate further attempts to narrow the broad range to a definitive figure.

Basis and Background of the Retirement Test

by ROBERT J. MYERS*

President Eisenhower's proposal to liberalize the retirement test for receipt of old-age and survivors insurance benefits has aroused new interest in this question. The philosophy on which the test is based, its history, earlier proposals for change, and similar provisions in effect in private and other public plans are examined in the following pages.

SO that only those older men and women who have actually retired from employment covered by old-age and survivors insurance will receive benefits under the program, the Social Security Act provides a test of retirement. The test is applicable for both retirement and survivor benefits when the beneficiary is under age 75. If the beneficiary, or the person on whose earnings the benefit is based, has substantial earnings in covered employment (including self-employment), the law requires that his benefit be withheld.¹

The test has been the subject of discussion ever since the enactment of the Social Security Act. Current interest in it was stimulated when, on January 14, 1954, in his social security message,² President Eisenhower asked Congress to enact certain changes in the test. It should, he said, "be liberalized and its discrimination against the wage earner should be removed."

The President pointed out that by "depriving an OASI beneficiary of his benefit payment for any month in which he earns wages of more than \$75, present law imposes an undue restraint on enterprise and initiative. Retired persons should be encouraged to continue their contributions to the productive needs of the nation. I am convinced that the great majority of our able-bodied older citizens are happier and better off when they continue in some productive work after reaching retirement age. Moreover, the Nation's economy will derive large benefits from the wisdom and experi-

ence of older citizens who remain employed in jobs commensurate with their strength.

"I recommend, therefore, that the first \$1,000 of a beneficiary's annual earnings be exempted under the retirement test, and that for amounts earned above \$1,000 only one month's benefit be deducted for each additional \$80 earned.

"To illustrate the effect of these changes: a beneficiary could take a \$200-a-month job for five months without losing any benefits, whereas under present law he would lose five months' benefits. He could work throughout the year at \$90 a month and lose only one month's benefit, whereas under present law he would lose all twelve.

"Approval of this recommendation will also remove the discriminatory treatment of wage earners under the retirement test. Self-employed persons already have the advantage of an exemption on an annual basis, with the right to average their earnings over the full year. The amendment I have proposed would afford this advantage, without discrimination, to all beneficiaries."

Philosophy of Test

Probably the major reason for the retirement test is that the old-age and survivors insurance program was designed to provide social insurance against presumed loss of earnings due to retirement from employment rather than, like private insurance, to provide annuities at a prescribed, fixed age.

Closely related to this reason is the cost element. If benefits were payable automatically on attainment of age 65 rather than only on retirement at age 65 or later, the increased cost would be close to 1 percent of taxable payroll now and somewhat more

later. Accordingly, if there were no retirement test, one of two alternatives would be necessary. Either the contribution income would have to be raised or the general benefit level would have to be lowered. Neither alternative seems desirable.

In addition, there is no social necessity for paying benefits to individuals who are in full-time employment, although there may be reasons for paying partial or full benefits to those in part-time or low-paid employment. It is here that the real problem exists.

Still another argument in favor of the retirement test has been presented in the past. Under certain economic conditions, payment of benefits automatically, without a retirement test, might depress wage scales because beneficiaries might be willing to take lower wages if they also had their benefits.

In theory, the retirement test should be applicable to all earnings from gainful employment, and proposals embodying this theory have recently been made. In practice, however, because of administrative reasons, the test has been applied only to earnings in covered employment. When it is restricted to earnings in covered employment, the regular wage and self-employment income reports made to the Bureau of Old-Age and Survivors Insurance can be used as a check on the retirement. Of course, if the coverage of old-age and survivors insurance were extended to all employment, there would be no difference between the actual practice and theory. Even if coverage were not universal but the excluded area of employment were greatly reduced, it might be possible to have the retirement test apply to all earnings, since the administrative problems would then be much smaller than they are at present.

History

A test of retirement was implicit in the original Social Security Act. The law stated that, for any month in which the individual received cov-

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¹ For detailed data and analysis of the operation of the retirement test, see Robert J. Myers, "Old-Age and Survivors Insurance: Retirement Test Experience," *Social Security Bulletin*, November 1953.

² H. Doc. 295, 83rd Congress, 2d session.

ered wages from "regular employment," monthly old-age benefits would not be paid. Regular employment was not specifically defined, however.

The 1939 amendments permitted payment of benefits if the beneficiary had earnings in covered employment of no more than \$14.99 a month.³ The test was on an "all-or-none" basis; earnings of \$14.99 or less did not affect payment of the full benefit, but earnings of even slightly more than this amount meant that the entire benefit for the month was lost.

The amount of earnings permitted by the retirement test was still set at \$14.99 a month when the 1947 Senate Advisory Council on Social Security was considering the general subject of old-age and survivors insurance.⁴ Because of changes since 1939 in the wage level and other factors, it was generally agreed that this amount was too low. Furthermore, there was the important question of working out a more equitable basis for the test than the all-or-none basis and one that would also be reasonably simple to administer. The Advisory Council stated that modification was necessary so that beneficiaries should not have their total income reduced because of work.

One possibility considered was the general principle of a "one-for-one" reduction. Full benefits would be paid if earnings were a specified amount or less, while if earnings were larger the benefits would be reduced by the amount of the difference. Operation on this principle would permit a smooth transition between part-time employment and full-time employment. Individuals earning more than the amount permitted for payment of full benefits would thus, within a certain range, maintain their total income from benefits and earnings

³ In determining earnings from covered employment for purposes of the retirement test, the effect of the maximum on taxable and creditable wages (\$3,000 a year until 1951 and then \$3,600) is disregarded. Thus, if an individual earns the maximum amount in the first 6 months of a calendar year, any subsequent earnings in that year would nevertheless be counted in applying the retirement test.

⁴ The earlier Senate Advisory Council (1937) had made no recommendation about the retirement test.

combined, instead of having a reduction in total income as under the all-or-none retirement test. The Council recognized, also, that minor modifications would be necessary to facilitate administration to some extent, since month-by-month adjustments and calculations would be costly to make, and it recommended quarterly adjustments.

Specifically, the Advisory Council recommended setting the exempt amount in the retirement test at \$35 a month. Just as under the all-or-none test, benefits would be paid for any month in which earnings were \$35 or less and would be suspended for any month in which earnings exceeded \$35. For beneficiaries who had one or more benefits suspended in a given quarter, the following procedure would be used to determine the amount of the quarterly adjustment. The beneficiary would furnish a statement showing his earnings in each of the 3 months of the quarter. Then, when the employer's quarterly tax return was received, the beneficiary's statement would be checked against it. If there were reasonable agreement, for each month that benefit suspension occurred the adjustment amount would be computed. This amount would consist of any difference between his benefits (including any supplements for dependents) and his actual earnings in excess of the exempt amount of \$35. The adjustment amounts for the 3 months of the quarter would then be payable in a lump sum.

As an example of how the Advisory Council proposal would operate, consider the case of an individual with a total monthly benefit of \$60 who has wages of \$50, \$25, and \$100 for the 3 months of a given calendar quarter. In the first and third months, the benefit check would have been withheld because earnings were in excess of \$35. The amount of the adjusted benefit for the first month would be \$45—the \$60 benefit minus \$15, the amount by which his \$50 earnings exceeded the \$35 exempt amount. There would be no adjusted benefit for the third month, since the earnings of \$100 exceeded the exempt amount of earnings by more than the amount of the benefit.

The Advisory Council recognized

that some modifications would have to be made for the self-employed since their earnings would be reported annually. No specific proposals, however, were presented for this group.

Another recommendation made by the Advisory Council was that the retirement test should not apply to beneficiaries aged 70 and over. It was recognized that this provision would involve some significant increase in cost but not nearly so much, of course, as if the test were completely eliminated. In essence then, the proposal was a compromise with those persons who held that the test was a restriction on their activity and who considered the benefits as something that they had paid for and that therefore should be payable automatically as an annuity, at age 65. Furthermore, the elimination of the test for persons aged 70 or over would be attractive particularly to farmers and the professional self-employed (for whom the Advisory Council recommended coverage), since it had been argued that generally these groups "never retire."

The 1950 amendments raised from \$14.99 to \$50.00 a month the amount of earnings permitted under the retirement test, with no restrictions for workers aged 75 or over. The test remained on an all-or-none basis for wage earners. For the self-employed, who were brought into coverage by the 1950 amendments and who report their earnings annually, a "unit-reduction" procedure was adopted. Benefits were not withheld if the covered self-employment earnings reported for the year were \$600 or less, but 1 month's benefit was withheld for each \$50 (or remaining fraction thereof) of the amount in excess of \$600.

General Basis of Present Test

The 1952 amendments to the Social Security Act continue the payment of benefits at age 65 to persons who have insured status if they are substantially retired. At age 75 and thereafter, benefits are paid regardless of retirement.

The test of substantial retirement is applied differently for wage earners and the self-employed, but for both it relates only to earnings in

covered employment.⁵ If a worker earns covered wages of more than \$75 in a month, his benefits and those of his dependents are suspended for that month. A month-by-month suspension of benefits is not feasible for self-employed persons, who are generally able to determine their net earnings only on a taxable-year basis. Self-employed persons are therefore considered retired if, throughout the year, their covered self-employment earnings are not more than \$900 (12 times \$75). For each unit of \$75 or fraction thereof that is in excess of this amount, the beneficiary loses 1 month's benefit for himself and his dependents. When an individual eligible for benefits for all 12 months of a year has self-employment earnings of \$901-975, for example, only 11 months' benefits are paid; when such earnings are \$976-1,050, only 10 months' benefits are paid; and so on until, when earnings are \$1,651-1,725, only 1 month's benefit is paid. The number of the monthly benefit deductions may never, however, exceed the number of months during which the person was substantially self-employed.⁶ In addition, withholding of benefits for wages and for self-employment earnings does not take place concurrently. A person with self-employment earnings of \$950 in a year and wages of more than \$75 in one particular month would have 2 months' benefits withheld unless he engaged in substantial self-employment only in the month in which he earned the wages.

The present test has a "double-exemption" feature in that it applies separately to wages and to self-employment earnings for persons who have both. An individual with self-employment earnings of \$900 in a

year and with wages of \$75 or less in several, or even all, months would not have any benefits withheld.

When an individual continues working beyond age 65, his eventual retirement benefit may be increased by such employment. This increase will result if his average wage is raised because his earnings were higher after he reached age 65 than they were before.⁷ If earnings after age 65 are lower, the benefit is based on the average wage earned up to that age, assuming that the individual is then fully insured.

Illustrative Problems

Under old-age and survivors insurance, the retired wage earner who makes more than \$75 a month, but not as much as \$75 plus his benefit amount, has a particular problem under the present retirement test provisions. If, for example, a man's primary insurance amount is \$60, and he has a wife aged 65 or over, the benefit for the couple will be \$90. In the month that this beneficiary has earnings of \$75, he will have available total income of \$165. If he earns \$80, he loses his own benefit and his wife's benefit and has only the \$80 from his work. The problem becomes less acute for him, of course, as his earnings approach the amount of his benefits plus \$75.

There is also a problem for the beneficiary who works only occasional months at wages that, while moderate, are more than \$75 and who loses benefits for such months. He is thus really substantially retired, certainly as much so as a \$75-a-month, 12-month worker, who perhaps has been able to adjust his wages downward.

The self-employed beneficiary does not have the same problem of a sharp "breaking point" that the retired wage earner has. He may earn more than \$75 in some months and less than \$75 in other months, but it is the cumulative total that governs, both in relation to the \$900 exempt amount and to the earnings above that amount. For example, a self-employed person who earns \$80 a month throughout the year loses only 1

month's benefits, while a similar wage earner does not receive any benefits. Again, a self-employed individual with earnings of \$900 in a year, making more than \$75 in some months and less than that in others, receives benefits for the entire year, but a wage earner with a similar history loses benefits for each of the months in which he earned more than \$75. Similarly, if a self-employed person has earnings of \$300 in 3 months, he loses no benefits; if he were an employee, benefits would not be paid for that period. The results are identical for both the wage earner and the self-employed person when large amounts of earnings are concentrated in a short period. If, for example, earnings of \$901 or more are obtained in 1 month and none in the rest of the year, 1 month's benefit is withheld for both the self-employed and the wage earner.

Current Criticism

Much of the criticism of the retirement test is based on lack of understanding of its purpose and underlying philosophy and, in fact, of the nature of the program—that is, its intent to pay retirement benefits rather than strictly age annuities. Those who advocate a change point out, however, that individuals whose earnings either are on a part-time basis or are low (or moderately low) cannot easily adjust their earnings to make them the exact amount of the monthly retirement-test limitation (in which event, of course, both benefits and earnings could be received).

A criticism sometimes directed at the retirement-test provision is that it offers an inducement to older workers to retire. Benefit payments, however, are substantially lower than regular full-time wages, and there is no indication that many persons voluntarily⁸ retire from full-time jobs in order to draw the benefits. The retirement test does not, on the other hand, permit older workers to "taper off" gradually from full-time employment to retirement, as would be desirable from a gerontological viewpoint. Many workers earning some-

⁵ Since earnings received for employment outside the United States are "covered earnings" only when received for service on an American ship or airplane (in certain circumstances) or when received by an American citizen from an American employer, beneficiaries can engage in substantial employment of most kinds outside the country and not be affected by the retirement test. This situation would no longer exist under the terms of current proposals for amending the law.

⁶ Regulations are prescribed for determining whether an individual has rendered substantial services.

⁷ Benefits vary only with average wage and not with length of coverage, although absence from coverage will tend to reduce average wage and thus benefits.

⁸ See Margaret L. Stecker, "Beneficiaries Prefer to Work," *Social Security Bulletin*, January 1951.

what more than the exempt amount are in a difficult position. Various proposals have been advanced to modify the provision to provide a more gradual transition in total income from earnings and from benefits as the individual gets older.

Any modification of the retirement test from the present all-or-none basis to a reduction basis, whether the unit, one-for-one, or some other type, would probably result in somewhat greater administrative problems. There would, of course, be greater problems if the one-for-one basis were used than if the unit basis were adopted. Any increased cost would be relatively minor contrasted with the increased benefit cost if the retirement test were completely eliminated.

Other Government Plans

In the various retirement plans for State and local government employees, the general practice is to pay retirement pensions only after the individual has left the service of the particular government unit and to continue such payments thereafter regardless of whether the individual enters any other type of employment. Service beyond the minimum, or normal, retirement age is generally creditable toward producing larger pensions, though the amount is subject, of course, to the plan's maximum provisions.

Under the civil-service retirement system for Federal employees, an annuitant receives his benefit on retirement from Federal service even though he may be employed elsewhere. On return to Federal employment—regardless of whether the service is then covered by the system—the annuity is continued, but the salary is reduced by a corresponding amount,⁹ and no further contributions to the system are collected. Service after the normal retirement age (62 with 5–29 years of service and 60 with 30 or more years) generally increases the annuity because of the additional length of service credited. Such service also

increases the annuity if it results in a higher average wage, which is based on the highest five consecutive years. The other retirement systems for Federal civilian employees have, in general, similar provisions; the pension system for the Armed Forces differs in that it suspends payments while the individual is employed in any type of Federal service for which pay is received.

Under the railroad retirement system, age retirement annuities are awarded only after termination of all employment, whether in or out of the railroad industry. Once awarded a retirement annuity, an individual can receive it even though he is later employed, as long as he does not work for a railroad or for the last nonrailroad employer for whom he worked before his retirement.¹⁰ In any event, contributions are payable on all railroad employment after age 65. As a result of the 1951 amendments to the Railroad Retirement Act, all service after age 65 is used in computing the retirement annuity. Previously, under the 1946 amendments, service after the calendar year in which the worker attained age 65 could not be used in calculating the retirement benefit. Before the 1946 amendments, service after the month of attaining age 65 could be used to increase the average compensation, but not the length of service, on which the annuity is based.

Of interest historically is the provision in the original Railroad Retirement Act of 1934 for compulsory retirement at age 65, with permissive 1-year extensions up to age 70 upon joint agreement of employer and employee. The Railroad Retirement Act of 1935, which was enacted when the 1934 legislation was declared unconstitutional, did not provide for compulsory retirement but contained a provision reducing the annuity by 6% percent for every year of continued service beyond age 65. The reduction, however, was not applicable to service

¹⁰ In certain circumstances, nonrailroad employment after retirement under the railroad plan can reduce an annuity based at least in part on railroad service before 1937. If the individual engages in employment covered by old-age and survivors insurance, his railroad retirement annuity is reduced as soon as he meets the eligibility conditions for an old-age benefit, even though he may not receive such benefit because he is continuing at work.

before the worker attained age 70 under an agreement between the employer and employee or to service performed by officials of railroads or employee organizations. This unusual procedure reflected the depression philosophy of retiring older men to make jobs for younger men; in general, employment beyond the normal retirement age resulted not only in suspension of an annuity but even in reduction of the ultimate annuity payable upon retirement. The provision, however, was in actual operation for only a short period in 1936 and 1937, and the 1937 act superseded it.

Private Pension Plans

Retirement plans established by private employers naturally stress the payment of benefits only upon retirement from employment. Generally, such pensions are payable after retirement from work for the particular employer, regardless of whether the individual is employed elsewhere. In some instances, payment of the pension is discretionary on the part of the employer if the former employee—particularly an executive or salaried employee—works for some other employer in the same line of business.

In noninsured private plans, the almost universal practice is to pay pensions only upon cessation of employment with the particular employer. In insured pension plans, where the insurance company necessarily determines the initial costs on the basis of the benefits being paid at a specific age, varying practices are followed, but in almost all plans the contributions cease at the normal retirement age. Under many insured plans, pension payments are not made to the employee for the period after the normal retirement age during which he continues in employment, and the withheld payments are credited to the employer's account to meet future costs of the plan. Another procedure is to pay the pension just as though the employee had retired but to reduce his salary by an equal amount, while under some plans the individual receives both the pension and his salary concurrently. In still other plans the pension is not paid currently but is accumulated and paid either in a lump sum on retirement or as an increased pension then.

⁹ An exception to this general rule is for annuitants who, before they attain age 60, return to Government service covered by the system, in which case the annuity is terminated. Upon subsequent retirement it is recomputed.

Notes and Brief Reports

Assistance Expenditures Per Inhabitant, 1952-53*

In the fiscal year 1952-53, expenditures per inhabitant for the five public assistance programs combined amounted to \$16.17—an increase of 66 cents or 4.3 percent from the amount spent in 1951-52. The most substantial increase (44 cents) was for old-age assistance (table 1), but aid to the

permanently and totally disabled had proportionately the greatest increase (31.9 percent).

Federal, State, and local governments spent a total of \$2,524 million for the assistance programs, a rise of \$131 million or 5.5 percent from the expenditures for the previous fiscal year. Federal funds in 1952-53 were larger by \$144 million, primarily as a result of the 1952 amendments to the Social Security Act. The amendments, which became effective October 1, 1952, raised maximums on the amounts of individual assistance payments in which the Federal Government participates and increased the Federal share of the payments within the new maximums. The States and localities, as a group, maintained their

outlays for assistance at about the same level in 1952-53 as in the previous year. State funds for public assistance for the Nation as a whole decreased \$11 million, or 1.1 percent, and expenditures from local funds dropped \$2 million or only 0.7 percent. Some of the States, of course, spent considerably smaller sums from their own funds than in 1951-52, while others increased State and local expenditures.

With the additional Federal funds provided in a period of generally declining caseloads in old-age assistance, aid to dependent children, and general assistance, the States were able to meet need more nearly adequately. Most States with maximums on assistance payments raised them; some States that had been making percentage reductions in assistance payments because of inadequate funds eliminated the cuts or restored part of

* Prepared in the Division of Program Statistics and Analysis, Bureau of Public Assistance. Fiscal-year data on expenditures per inhabitant are carried regularly in the *Bulletin*; analysis of the 1951-52 data appeared in the May 1953 issue. State and local expenditures for assistance in relation to income payments will be shown in an early issue.

Amount expended per inhabitant¹ for assistance payments, including vendor payments for medical care, 1951-5

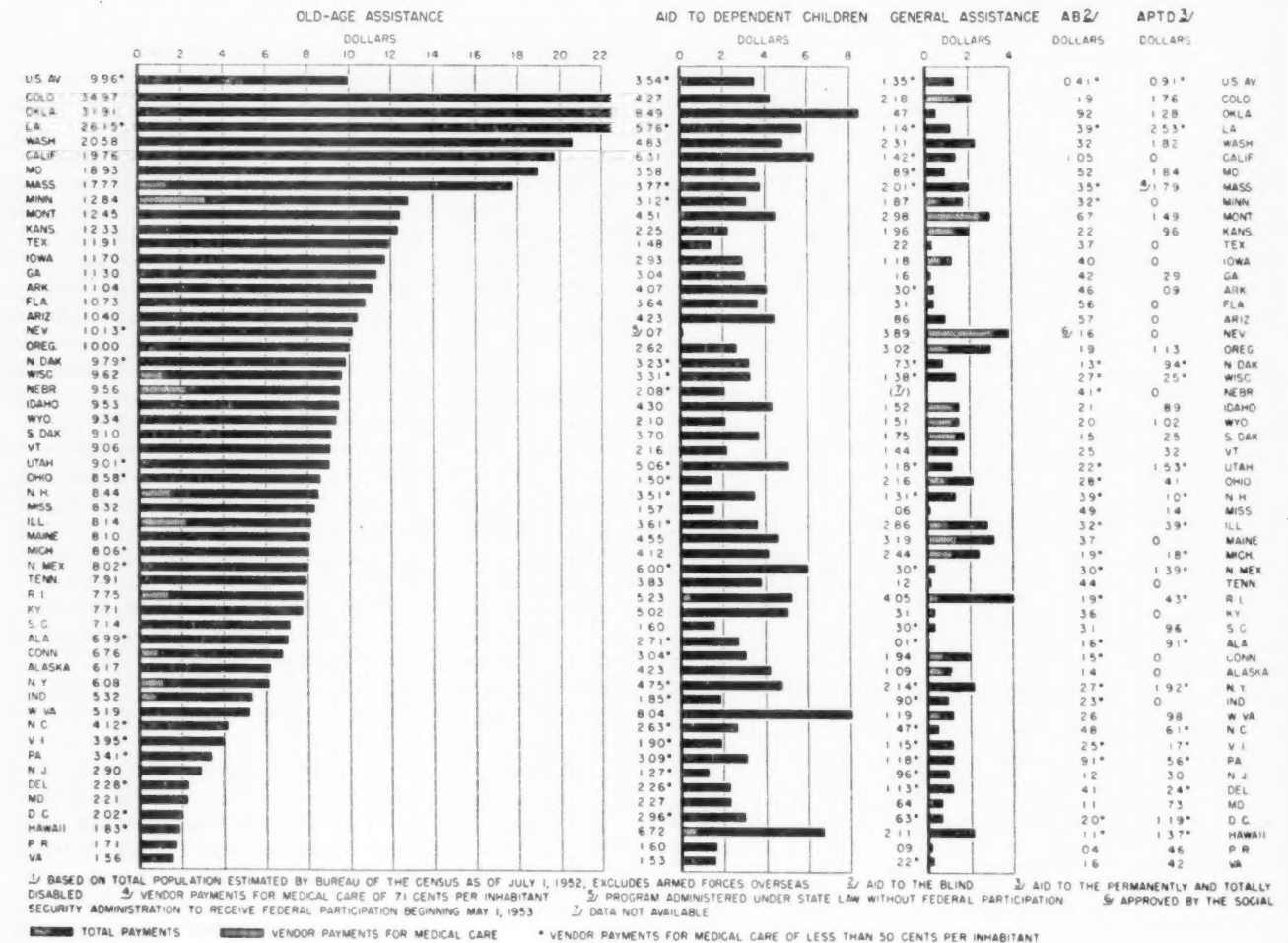


Table 1.—Public assistance expenditures per inhabitant, 1952-53 and 1951-52

Program	Expenditures per inhabitant		
	Amount including vendor payments for medical care		Percentage change
	1952-53	1951-52	
All programs.....	\$16.17	\$15.51	+4.3
Old-age assistance.....	9.96	9.52	+4.6
Aid to dependent children.....	3.54	3.50	+1.1
Aid to the blind.....	.41	.37	+10.8
Aid to the permanently and totally disabled.....	.91	.69	+31.9
General assistance.....	1.35	1.43	-5.6

the payments; and, in addition, many States revised budget allowances upward to reflect current prices.

The cost per inhabitant rose for all assistance programs except general assistance, where the decline reflected primarily a drop in caseloads during the year. Fewer aged persons and fewer children received assistance during 1952-53, but larger average assistance payments offset reductions in expenditures resulting from the decline in recipients; between June 1952 and June 1953, the average payments for old-age assistance increased by \$3.55 and for aid to dependent children by \$1.41 per recipient. Both the number of persons aided under the programs of aid to the blind and aid to the permanently and totally disabled and the amounts they received were larger in 1952-53 than in the preceding year. The number of blind recipients increased slightly between June 1952 and June 1953, and the average payment rose by \$3.82. The program for the disabled—the newest of the federally aided programs—was still in the process of expansion; the number of persons with permanent and total disabilities who were aided increased by a fifth during the fiscal year 1952-53, and their average payment went up \$2.13.

If the States had taken maximum advantage of the additional Federal funds made available under the 1952 amendments, their expenditures from State and local funds would have decreased only to the extent that assistance caseloads declined. Average monthly payments per recipient would have increased by \$3 per recipient for

aid to dependent children and by \$5 for the other programs. For a variety of reasons, however, some States in the months following the amendments raised assistance payments less than the maximum amounts possible under the amendments, and one or two reduced payments. State and local expenditures in these States declined at a greater rate than recipient rolls,

and any increase in their total expenditures per inhabitant for assistance resulted from the increase in Federal participation. In some other States, caseloads declined to such an extent that total expenditures per inhabitant were less in 1952-53, even with the additional Federal money, than they were in the preceding year; most of these States did not increase

Table 2.—Amount expended per inhabitant for assistance payments, including vendor payments for medical care, by State and by program, fiscal years 1951-52 and 1952-53

State	Total		Old-age assistance		Aid to dependent children		Aid to the blind		Aid to the permanently and totally disabled		General assistance	
	1951-52	1952-53	1951-52	1952-53	1951-52	1952-53	1951-52	1952-53	1951-52	1952-53	1951-52	1952-53
	1951-52	1952-53	1951-52	1952-53	1951-52	1952-53	1951-52	1952-53	1951-52	1952-53	1951-52	1952-53
U.S. average.....	\$15.51	\$16.17	\$9.52	\$9.96	\$3.50	\$3.54	\$0.37	\$0.41	\$0.69	\$0.91	\$1.43	\$1.35
Ala.....	9.90	10.78	6.46	6.99	2.54	2.71	.14	.16	.75	.91	.01	.01
Alaska.....	13.89	11.63	8.23	6.17	4.54	4.23	.05	.14	(*)	(*)	1.07	1.09
Ariz.....	15.75	16.06	10.38	10.40	4.05	4.23	.60	.57	(*)	(*)	.72	.86
Ark.....	11.85	15.96	8.05	11.04	3.17	4.07	.32	.46	.01	.09	.30	.36
Calif.....	29.21	28.54	19.84	19.76	6.80	6.31	1.01	1.05	(*)	(*)	1.56	1.42
Colo.....	41.17	43.37	32.96	34.97	4.33	4.27	.19	.19	1.50	1.76	2.19	2.18
Conn.....	13.48	11.89	7.78	6.76	3.60	3.04	.14	.15	(*)	(*)	1.98	1.94
Del.....	5.72	6.32	1.88	2.28	2.13	2.26	.36	.41	.19	.24	1.16	1.13
D. C.....	6.75	7.00	2.01	2.02	2.98	2.96	.20	.20	.95	1.19	.61	.63
Fla.....	14.97	15.24	10.59	10.73	3.53	3.64	.64	.66	(*)	(*)	.31	.31
Ga.....	13.63	15.21	9.65	11.30	3.44	3.04	.34	.42	(*)	.29	.20	.16
Hawaii.....	12.07	12.14	1.80	1.83	6.38	6.72	.11	.11	1.14	1.37	2.64	2.11
Idaho.....	16.63	16.45	9.43	9.53	4.78	4.30	.22	.21	.79	.89	1.41	1.52
Ill.....	14.62	15.32	7.79	8.14	3.46	3.61	.31	.32	.19	.39	2.87	2.86
Ind.....	8.55	8.30	5.60	5.32	1.89	1.85	.23	.23	(*)	(*)	.83	.90
Iowa.....	15.12	16.21	11.21	11.70	2.41	2.93	.36	.40	(*)	(*)	1.14	1.18
Kans.....	17.06	17.72	11.81	12.33	2.34	2.25	.20	.22	.75	.96	1.96	1.96
Ky.....	12.11	13.40	7.87	7.71	3.63	5.02	.33	.36	(*)	(*)	.28	.31
La.....	34.39	35.97	24.82	26.15	5.77	5.76	.37	.39	2.44	2.53	.99	1.14
Maine.....	16.60	16.21	8.37	8.10	4.35	4.55	.97	.97	(*)	(*)	3.51	3.19
Md.....	5.81	5.96	2.25	2.21	2.16	2.27	.11	.11	.57	.73	.72	.64
Mass.....	25.07	25.69	17.60	17.77	3.89	3.77	.31	.35	.59	1.79	2.68	2.01
Mich.....	15.56	14.99	8.18	8.06	4.28	4.12	.18	.19	.11	.18	2.81	2.44
Minn.....	17.79	18.15	12.78	12.84	3.23	3.12	.31	.32	(*)	(*)	1.47	1.87
Miss.....	7.98	10.58	6.17	8.32	1.29	1.57	.38	.49	.08	.14	.06	.06
Mo.....	23.31	25.76	17.08	18.93	3.49	3.58	.45	.52	1.41	1.84	.88	.89
Mont.....	20.74	22.10	11.89	12.45	4.13	4.51	.61	.67	1.16	1.49	2.95	2.98
Nebr.....	13.17	12.05	10.35	9.56	2.40	2.08	.42	.41	(*)	(*)	(*)	(*)
Nev.....	15.29	14.25	10.64	10.13	4.08	4.07	.15	.16	(*)	(*)	4.42	3.89
N. H.....	13.94	13.75	8.25	8.44	3.76	3.51	.38	.39	(*)	.10	1.55	1.31
N. J.....	5.32	5.55	2.78	2.90	1.24	1.27	.11	.12	.12	.30	1.07	.96
N. Mex.....	14.59	16.01	7.32	8.02	5.13	6.00	.31	.30	1.30	1.39	.53	.30
N. Y.....	15.85	15.16	6.02	6.08	5.01	4.75	.25	.27	1.63	1.92	2.94	2.14
N. C.....	7.21	8.31	3.72	4.12	2.29	2.63	.44	.48	.33	.61	.43	.47
N. Dak.....	13.97	14.82	9.43	9.79	3.02	3.23	.12	.13	.70	.94	.70	.73
Ohio.....	12.47	12.93	8.62	8.58	1.43	1.50	.27	.28	.28	.41	1.87	2.16
Okl.....	34.30	43.07	25.07	31.91	7.76	8.49	.70	.92	.28	1.28	.49	.47
Oreg.....	16.59	16.96	9.86	10.00	2.65	2.62	.20	.19	.89	1.13	2.99	3.02
Pa.....	9.62	9.15	3.56	3.41	3.50	3.09	.81	.91	.55	.56	1.20	1.18
P. R.....	2.15	3.90	1.02	1.71	.84	1.60	.02	.04	.13	.46	.14	.09
R. I.....	16.44	17.65	6.86	7.75	4.72	5.23	.16	.19	.17	.43	4.53	4.05
S. C.....	9.04	10.31	6.29	7.14	1.57	1.60	.25	.31	.66	.96	.27	.30
S. Dak.....	14.45	14.95	9.16	9.10	3.36	3.70	.15	.15	.10	.25	1.68	1.75
Tenn.....	10.93	12.30	6.79	7.91	3.65	3.83	.38	.44	(*)	(*)	.11	.12
Tex.....	12.70	13.98	10.92	11.91	1.24	1.48	.34	.37	(*)	(*)	.20	.22
Utah.....	17.13	17.00	8.90	9.01	5.37	5.06	.22	.22	1.48	1.53	1.16	1.18
Vt.....	12.35	13.23	8.79	9.06	1.76	2.16	.25	.25	.25	.32	1.80	1.44
V. I.....	6.30	7.42	3.33	3.95	1.66	1.90	.22	.25	.11	.17	1.08	1.15
Va.....	3.71	3.89	1.54	1.56	1.44	1.53	.16	.16	.32	.42	.25	.22
Wash.....	29.61	29.86	21.06	20.58	4.61	4.83	.31	.32	1.59	1.82	2.04	2.31
W. Va.....	11.69	15.66	4.21	5.19	5.92	8.04	.21	.26	.33	.98	1.02	1.19
Wis.....	14.50	14.83	9.39	9.62	3.34	3.31	.27	.27	.21	.25	1.29	1.38
Wyo.....	14.59	14.17	9.67	9.34	2.23	2.10	.21	.20	1.03	1.02	1.45	1.51

¹ Based on population data from the Bureau of the Census; excludes Armed Forces overseas.

² Excludes Nebraska; data for 1952-53 not available.

³ Approved by the Social Security Administration for Federal participation beginning November 1951.

⁴ No program approved by the Social Security Administration.

⁵ Program administered under State law without Federal participation.

⁶ Approved by the Social Security Administration to receive Federal participation beginning May 1, 1953.

⁷ Less than 1/2 cent.

Table 3.—States with increases in total expenditures per inhabitant for the special types of public assistance, by change in amount of State and local funds, 1952-53 from 1951-52 ¹

Program	Change in State and local funds	
	Increase	Decrease or no change
All programs	Ariz., Ark., Colo., Del., D.C., Ga., Ill., Iowa, Kans., Ky., Miss., Mo., Mont., N.J., N.Mex., N.C., N.Dak., Ohio, Okla., Oreg., R.I., S.C., Tex., W.Va., Wis.	Ala., Fla., Hawaii, La., Md., Mass., Minn., S.Dak., Tenn., Vt., Va., Wash.
Old-age assistance	Ariz., Ark., Colo., Del., Ga., Ill., Kans., Miss., Mo., Mont., N.J., N.Mex., Okla., R.I., S.C., Tenn., Tex., W.Va., Wis.	Ala., D.C., ² Fla., Hawaii, ² Idaho, ² Iowa, ² La., ² Mass., ² Minn., N.H., N.Y., N.C., ² N.Dak., ² Oreg., ² Utah, ² Vt., Va.
Aid to dependent children	Ariz., Ark., Hawaii, Iowa, Ky., Miss., Mont., N.Mex., N.Dak., Okla., R.I., S.Dak., Tex., Vt., Wash., W.Va.	Ala., Del., ² Fla., Ill., Maine, Md., Mo., N.J., ² N.C., Ohio, S.C., Tenn., Va. ²
Aid to the blind	Alaska, Ark., Calif., Conn., Del., Fla., Ga., Ill., Iowa, Kans., Mass., Mich., Minn., Miss., Mont., Nev., N.J., N.Y., Okla., Pa., R.I., S.C., Tenn., Tex., W.Va.	Ala., Ky., ² La., ² Mo., N.H., N.C., N.Dak., Ohio, Wash. ²
Aid to the permanently and totally disabled. ³	Ala., Colo., Del., D.C., Hawaii, Idaho, Ill., Kans., Md., Mich., Miss., Mo., Mont., N.J., N.Mex., N.Y., N.C., N.Dak., Ohio, Okla., Oreg., R.I., S.C., S.Dak., Utah, Vt., Va., Wash., W.Va., Wis.	La., Pa.

¹ Excludes Puerto Rico and the Virgin Islands, which were not affected by the 1952 amendments, and Nevada for aid to dependent children, which is administered under State law without Federal participation.

² No significant change in State and local funds.

³ Excludes Arkansas, Georgia, Massachusetts, and New Hampshire, which initiated programs after June 30, 1951.

average payments to the fullest possible extent.

Thirty-nine of the 53 States had larger outlays for public assistance per inhabitant in 1952-53 than in 1951-52 (table 2). In 12 of these States,¹ State and local expenditures declined from 1951-52 to 1952-53, and the increase in total expenditures per inhabitant was due entirely to the additional Federal money. Of the remaining 27 States with increases in total expenditures per inhabitant, 13² reported rises of more than 10 percent. Arkansas, Mississippi, Oklahoma, Puerto Rico, and West Virginia had increases of more than 25 percent.

In 14 States³ expenditures per inhabitant declined—in Alaska and

Connecticut by more than 10 percent—despite the increases in Federal funds. All these States except Alaska spent less from State and local funds for the five programs combined in 1952-53 than in 1951-52. Each of them spent less from their own funds for the special types of public assistance, and seven also spent less for general assistance. Twelve of the 14 States had fewer recipients on the rolls at the end of the fiscal year than at the beginning.

Program Expenditures

Expenditures for the four special types of public assistance amounted to \$2,312 million, or 91.6 percent of total assistance expenditures. For old-age assistance, costs totaled \$1,581 million or 62.6 percent of the total; for aid to dependent children, \$562 million or 22.3 percent; for aid to the blind, \$64 million or 2.5 percent; for aid to the permanently and totally disabled, \$104 million or 4.1 percent; and for general assistance, \$212 million or 8.4 percent.

As in earlier years, the national average of assistance expenditures per

inhabitant in 1952-53 was heavily influenced by expenditures in a few States with relatively large public assistance costs. Fewer than a third of the States spent more per inhabitant for all five programs combined than the national average of \$16.17; the median State—Wisconsin—spent \$14.83 per inhabitant. The three States with the highest per inhabitant expenditures were Colorado (\$43.37), Oklahoma (\$43.07), and Louisiana (\$35.97). These States, and the other States with high expenditures per inhabitant, give aid to relatively large proportions of their populations, particularly among the aged, and also make above-average payments. Thirty-seven States (including Alaska, Hawaii, Puerto Rico, and the Virgin Islands) had expenditures less than the national average; 27 of these States had per capita expenditures ranging between the national average and \$10.00, and the remaining 10 States less than \$10.00. The States making the lowest expenditures generally aided a smaller proportion of their populations or made comparatively low payments, or both.

Within each assistance program, expenditures per inhabitant varied considerably among the States. For old-age assistance, Colorado's high of \$34.97 was 22 times greater than Virginia's low of \$1.56. The national average was \$9.96, somewhat higher than the \$8.58 spent by Ohio, the median State. For aid to dependent children, more than half the States spent more per inhabitant than the national average of \$3.54. Expenditures per inhabitant in the 52 States receiving Federal funds ranged from the high of \$8.49 in Oklahoma to the low of \$1.27 in New Jersey. The national average of 41 cents for aid to the blind was the smallest expenditure in any of the five assistance programs; California had the highest expenditure per inhabitant (\$1.05) and Puerto Rico the lowest (4 cents). For aid to the permanently and totally disabled, the expenditures per inhabitant amounted to 91 cents for the country as a whole; among the 39 federally aided programs, costs per inhabitant ranged from Louisiana's high of \$2.53 to a low of 9 cents for Arkansas. Thirty-five of the 39 programs have been in operation for the

Table 4.—States with no change or decrease in total expenditures per inhabitant for the special types of public assistance, by change in amount of State and local funds, 1952-53 from 1951-52¹

Program	Change in State and local funds	
	Increase	Decrease or no change
All programs.....		Alaska, Calif., Conn., Idaho, Ind., Maine, Mich., Nebr., Nev., N.H., N.Y., Pa., Utah, Wyo.
Old-age assistance.....		Alaska, Calif., Conn., Ind., Ky., Maine, Md., Mich., Nebr., Nev., Ohio, Pa., S.Dak., Wash., Wyo.
Aid to dependent children.....	Alaska.....	Calif., Colo., Conn., D.C., Ga., Idaho, Ind., Kans., La., Mass., Mich., Minn., Nebr., N.H., N.Y., Oreg., Pa., Utah, Wis., Wyo.
Aid to the blind.....	Md., ² Utah, ² Hawaii ^{2,3}	Ariz., Colo., ³ D.C., ² Idaho, Ind., ³ Maine, ² Nebr., N.Mex., Oreg., S.Dak., ² Vt., ² Va., ² Wis., ² Wyo.
Aid to the permanently and totally disabled.....		Wyo.

¹ Excludes Puerto Rico and the Virgin Islands, which were not affected by the 1952 amendments, and Nevada for aid to dependent children, which is

administered under State law without Federal participation.

² No change in total expenditures per inhabitant.

³ No significant change in State and local funds.

group, expenditures were smaller not only because, in most instances, case-loads were declining but also because the additional Federal money replaced some State and local funds formerly used for the programs. Tables 3 and 4 show, for the four special types of public assistance, the change in expenditures for State and local funds underlying the changes in total outlay per inhabitant from 1951-52 to 1952-53.

Vendor Payments for Medical Care

During the year, vendor payments for medical care amounted to \$154.4 million, or 6.1 percent of total assistance expenditures. General assistance funds continued to be an important source for financing vendor payments. Expenditures from these funds took care of about a third of all vendor payments, though they represented only a tenth of total assistance expenditures in all programs combined. At least a fifth of the vendor payments from general assistance funds were made on behalf of recipients of the special types of public assistance; the exact proportion remains in doubt because some general assistance expenditures for vendor payments—about 30 percent of the total—cannot be allocated by program.

Twenty-three of the 41 States using vendor payments for remedial or medical care met at least half the

costs with general assistance funds; the remaining 18 States used funds from the special types of public assistance to defray most of the vendor payment expenditures. Twelve States made no vendor payments from any assistance funds, but money for medical care may have been provided directly to the recipient as part of his assistance payment. In three of these States medical care was provided largely by the State health agency. A distribution of States by amount of vendor payment for medical care per inhabitant is shown below.

Expenditures per inhabitant for vendor payments for medical care	OAA	ADC	AB	APTD	GA
Total number of States...	53	53	53	39	52
No vendor payments....	29	30	32	21	13
Vendor payments.....	24	23	21	18	39
Less than \$0.50.....	14	21	21	17	21
0.50-0.99.....	2	2	0	1	9
1.00-1.49.....	4	0	0	0	6
1.50-1.99.....	1	0	0	0	1
2.00 or more.....	3	0	0	0	2

For the country as a whole, vendor payments for medical care for all programs combined amounted to 97 cents per inhabitant in 1952-53 and to 78 cents in 1951-52. Costs were small in all the programs, amounting to 47 cents per inhabitant for old-age as-

last two fiscal years; three States⁴ started operations some time after July 1, 1951, and one State—Georgia—at the beginning of 1952-53.

The range in general assistance costs continued to be the widest of the five assistance programs. The cost per inhabitant in Rhode Island (\$4.05) was more than 400 times that in Alabama (1 cent) and almost 70 times that in Mississippi (6 cents). The distribution of States by size of per inhabitant expenditures for each of the assistance programs for the fiscal year 1952-53 is shown below.

Expenditures per inhabitant ¹	OAA	ADC	AB	APTD	GA
Less than \$0.50.....	0	1	46	16	14
0.50-0.99.....	0	0	6	9	7
1.00-1.49.....	0	2	1	7	12
1.50-1.99.....	3	7	0	6	6
2.00-2.99.....	4	11	0	1	9
3.00-3.99.....	2	13	0	0	3
4.00-4.99.....	1	10	0	0	1
5.00-7.49.....	7	7	0	0	0
7.50-9.99.....	18	2	0	0	0
10.00-14.99.....	11	0	0	0	0
15 or more.....	7	0	0	0	0

¹ Based on population data from the Bureau of the Census; excludes Armed Forces overseas.

Most of the increases from 1951-52 to 1952-53 in expenditures per inhabitant for old-age assistance, aid to dependent children, and aid to the blind were due to the additional Federal money made available under the 1952 amendments. For aid to the permanently and totally disabled, however, 30 of the States expended more money from State and local as well as from Federal sources. In a few of the States that spent less State and local money in 1952-53, the decline was due primarily to the fact that they aided fewer recipients than in the preceding year. From September 1952 to June 1953, four States (Alabama, the District of Columbia, Kentucky, and New Hampshire) raised average payments for old-age assistance, and three States (Georgia, Oregon, and Tennessee) raised the averages for aid to dependent children by the full amount possible with the additional Federal money. Their expenditures from State and local funds, however, declined because of the relatively large drop in number of recipients. For the other States in this

⁴ Arkansas, Massachusetts, and New Hampshire.

sistance, 33 cents for general assistance, 9 cents for aid to dependent children, 7 cents for aid to the permanently and totally disabled, and 1 cent for aid to the blind. To meet the cost of vendor payments, old-age assistance funds were used by 24 States, aid to dependent children funds by 23 States, aid to the blind by 21 States, aid to the permanently and totally disabled by 18 States, and general assistance by 39 States.

Old-Age Benefits, January-June 1953

Benefits awarded.—During the first half of 1953, old-age benefits were awarded to 428,900 persons—more than double the number to whom awards were made in the first 6 months of 1952 and almost equal to the record number awarded in the first 6 months of 1951. Less than the normal number of awards were made in January-June 1952, however; many workers deferred filing applications for benefits until after June 1952 in order to acquire 6 quarters of coverage after 1950 and thus qualify for higher monthly benefit amounts through use of the new-start formula. The number awarded in the first half of 1953 was swelled by many awards

Table 2.—Number and percentage distribution of old-age benefits awarded in January-June 1953, by computation method, amount of benefit, and sex of beneficiary

[Based partly on 10-percent sample]

Amount of monthly benefit	Total		Male		Female	
	Number	Percent	Number	Percent	Number	Percent
Total.....	428,903	100	309,347	100	119,556	100
\$25.00.....	57,453	13	28,552	9	28,901	24
25.10-34.90.....	41,836	10	21,494	7	20,342	17
35.00-44.90.....	34,087	8	20,788	7	13,299	11
45.00-54.90.....	38,013	9	25,345	8	12,668	11
55.00-64.90.....	84,745	20	58,740	19	26,005	22
65.00-74.90.....	63,724	15	52,623	17	11,101	9
75.00-84.90.....	50,611	12	46,269	15	4,342	4
85.00.....	58,434	14	55,536	18	2,898	2
New-start formula.....	301,824	100	225,244	100	76,580	100
\$25.00.....	8,676	3	2,810	1	5,866	8
25.10-34.90.....	28,009	9	13,328	6	14,681	19
35.00-44.90.....	18,362	6	10,046	4	8,316	11
45.00-54.90.....	18,710	6	11,220	5	7,490	10
55.00-64.90.....	66,476	22	43,807	19	22,669	30
65.00-74.90.....	53,323	18	42,995	19	10,328	13
75.00-84.90.....	49,834	17	45,502	20	4,332	6
85.00.....	58,434	19	55,536	25	2,898	4
Conversion table.....	127,079	100	84,103	100	42,976	100
\$25.00.....	48,777	38	25,742	31	23,035	54
25.10-34.90.....	13,827	11	8,169	10	5,661	13
35.00-44.90.....	15,725	12	10,742	13	4,983	12
45.00-54.90.....	19,303	15	14,125	17	5,178	12
55.00-64.90.....	18,269	14	14,933	18	3,336	8
65.00-74.90.....	10,401	8	9,628	11	773	2
75.00-84.90.....	777	1	767	1	10	(1)

¹ Less than 0.5 percent.

to self-employed persons who, after January 1, 1953, could for the first time become entitled to full-rate benefits based solely on self-employment income. Another reason for the

larger number of awards in 1953 is the growth in insured population as a result of the extension of coverage provided by the 1950 amendments.

About 70 percent of the old-age benefits awarded in January-June 1953 were computed under the new-start formula—that is, they were based on earnings after 1950, and the new benefit formula was used to determine the amount (table 1). The benefits for the remaining 30 percent of the persons were determined by applying the 1939 formula to earnings after 1936 and increasing the result through use of the conversion table. Awards to women represented one-fourth of the benefits computed under the new-start formula and one-third of the benefits determined by use of the conversion table.

Insured persons who upon reaching age 65 are disabled, retired, or unable to obtain employment or who are currently working in noncovered employment usually file applications for benefits immediately. Such persons are unlikely to have enough quarters of coverage after 1950 to qualify for a benefit computation under the new-start formula. Old-age

Table 1.—Number, percentage distribution, and average monthly amount of old-age benefits awarded in January-June 1953, by computation method, age, and sex of beneficiary

[Based partly on 10-percent sample]

Age ¹	Total			Male			Female		
	Number	Percent	Average monthly amount	Number	Percent	Average monthly amount	Number	Percent	Average monthly amount
Total.....	428,903	100	\$56.91	309,347	100	\$61.57	119,556	100	\$44.85
65-66.....	178,165	42	54.86	123,080	40	60.45	55,085	46	42.35
67-69.....	105,848	25	60.34	77,726	25	64.76	28,122	24	48.13
70-74.....	85,287	20	57.08	62,531	20	61.21	22,756	19	45.74
75-79.....	46,680	11	57.80	36,049	12	61.05	10,631	9	46.76
80 and over.....	12,923	3	62.70	9,961	3	54.58	2,962	2	46.35
New-start formula.....	301,824	100	\$63.99	225,244	100	\$68.38	76,580	100	\$51.08
65-66.....	90,597	30	67.65	67,475	30	72.47	23,122	30	53.56
67-69.....	85,485	28	65.67	63,393	28	70.30	22,092	29	52.37
70-74.....	72,146	24	61.02	52,949	24	65.59	19,197	25	48.42
75-79.....	41,865	14	60.31	32,359	14	63.85	9,506	12	48.26
80 and over.....	11,731	4	54.98	9,068	4	56.99	2,663	3	48.13
Conversion table.....	127,079	100	\$40.08	84,103	100	\$43.32	42,976	100	\$33.74
65-66.....	87,568	69	41.62	55,605	66	45.86	31,963	74	34.25
67-69.....	20,363	16	37.98	14,333	17	40.24	6,030	14	32.61
70-74.....	13,141	10	35.44	9,582	11	36.98	3,559	8	31.29
75-79.....	4,815	4	35.95	3,690	4	36.53	1,125	3	34.08
80 and over.....	1,192	1	30.26	893	1	30.18	299	1	30.47

¹ Age on birthday in 1953.

Table 3.—Number and average monthly amount of old-age benefits in current-payment status at the end of each half year, by benefit-computation method, June 1952–June 1953

[Numbers in thousands]

Half year ending—	Total		New-start formula			Conversion table	
	Number	Average monthly amount	Number	Average monthly amount	As percent of all old-age beneficiaries	Number	Average monthly amount
June 1952.....	2,372	\$41.98	2	\$42.59	(1)	2,371	\$41.98
December 1952.....	2,644	49.25	235	66.16	9	2,409	47.60
June 1953.....	2,977	50.42	537	65.17	18	2,440	47.17

¹ Less than 0.5 percent.

benefits awarded in the first half of 1953 to persons attaining age 65 or 66 during 1953 comprised 69 percent of the benefits determined by use of the conversion table and 30 percent of the benefits figured by the new-start formula.

The average old-age benefit awarded in January–June 1953 was \$56.91, an increase of 43 percent from the average amount awarded in the first half of 1952 (table 1). This higher average was the result partly of the higher benefit amounts payable under the 1952 amendments and partly of the large number of benefits computed under the new-start formula. The average benefit figured by use of the new-start formula was \$63.99; for benefits determined by use of the conversion table the average was \$40.08. The average benefit amount was \$61.57 for men and \$44.85 for women.

The minimum monthly amount of \$25 was payable in 38 percent of the awards in which benefits were figured by use of the conversion table, in contrast to only 3 percent for benefits computed under the new-start formula (table 2). For the benefits computed under the new-start formula, 25 percent of the men and 4 percent of the women received the maximum monthly amount of \$85.

Benefits in current-payment status.
—The rapid growth in the number of persons receiving old-age benefits computed by means of the new-start formula is indicated in table 3; by the end of June 1953, they comprised 18 percent of all old-age beneficiaries. The average amount payable to all old-age beneficiaries has increased continuously—from \$48.79 in September 1952 (when the benefits were increased) to \$50.42 in June 1953—as

the proportion of benefits determined by the new-start formula has increased.

Proposed Budget for Social Security Programs, 1954–55

The Budget of the United States Government for the fiscal year ending June 30, 1955, was submitted to Congress by President Eisenhower on January 21, 1954. The budget for the Social Security Administration provides for the continuance of existing programs. It also includes cost estimates for the proposals to extend old-age and survivors insurance and to provide a new formula for public assistance grants in aid; these proposals were set forth in the President's special message on social security of January 14. The President's health message of January 18 carried his proposals relating to the Children's Bureau grant programs; since these proposals do not call for new authorizations, they are not reflected

in the Budget document. The recommendations made by the President were reported in the February BULLETIN.

The Budget includes estimated expenditures for the fiscal year 1954–55 of \$1,328 million from budget authorizations and operating funds for the Social Security Administration, a decrease of \$96 million from the current fiscal year (table 1). These estimates do not take into account the operations of the old-age and survivors insurance trust fund. The decrease is concentrated in public assistance, where the expected decline in estimated expenditures results from a drop in the number of recipients, from the proposed changes in the public assistance matching formulas, and from the changes proposed in old-age and survivors insurance that will, the President said, reduce "the need for supplementation by public assistance."

Of the total expenditures, \$1,323 million or almost 100 percent represents grants to the States—for public assistance, \$1,185 million under existing legislation and \$108 million under proposed legislation, and for maternal and child welfare grants, \$30 million.

The balance of \$4.7 million is for salaries and expenses of the Social Security Administration. Of this amount, \$1.5 million is expected to be spent by the Bureau of Federal Credit Unions, mainly for supervision of Federal credit unions, out of the operating fund composed of fees collected for services. In addition, the old-age and survivors insurance trust

Table 1.—Expenditures for the Social Security Administration, excluding the old-age and survivors insurance trust fund, fiscal years 1952–53, 1953–54, 1954–55

[In thousands]

Bureau	Actual, 1952–53	Estimated	
		1953–54 ¹	1954–55 ²
Total, including proposed legislation.....	\$1,366,023	\$1,423,411	\$1,327,718
Total, excluding proposed legislation.....	1,366,023	1,423,411	1,219,718
Bureau of Public Assistance:			
Existing legislation.....	1,331,572	¹ 1,390,488	1,186,540
Proposed legislation.....			108,000
Children's Bureau.....	33,066	31,265	31,500
Bureau of Federal Credit Unions.....	1,172	² 1,485	³ 1,505
Office of the Commissioner.....	213	174	173

¹ Includes \$58,000,000 for public assistance grants from new authorizations proposed for later transmittal.

² Includes \$1,432,889 for the Bureau of Federal Credit Unions, from operating fund receipts.

³ Includes \$1,505,000 for the Bureau of Federal Credit Unions, from operating fund receipts.

Source: *The Budget of the United States Government for the Fiscal Year Ending June 30, 1955.*

Table 2.—Old-age and survivors insurance trust fund operations, fiscal years 1952-53, 1953-54, and 1954-55¹
(In millions)

Fund and item	Actual, 1952-53	Estimated	
		1953-54	1954-55
Receipts:			
Present program:			
Appropriation from general receipts	\$4,086	\$4,600	\$5,369
Deposits by States	44	100	135
Interest and other	387	442	477
Proposed legislation			100
Payments of benefits, construction and administrative expenses, and tax refunds:			
Present program	-2,748	-3,368	-3,809
Proposed legislation			-408
Net accumulation	1,769	1,774	1,864
Total assets at end of year	18,364	20,138	22,002

¹ Treatment of certain items here differs somewhat from that in the monthly *Bulletin* table on the status of the old-age and survivors insurance trust fund, which shows receipts net of reimbursements to the general treasury of refunds of employee taxes and administrative expenses net of receipts for sale of supplies and services.

Source: *The Budget of the United States Government for the Fiscal Year Ending June 30, 1955.*

fund will pay \$123,500 for contractual services performed by the Office of the Commissioner; this amount is not reflected in table 1.

Both the receipts and expenditures of the old-age and survivors insurance trust fund are estimated to be substantially higher in 1954-55 than in the two preceding fiscal years (table 2). One reason is that the fiscal year 1954-55 will be the program's first full year of operation under the increased contribution rate. The rate, effective January 1, 1954, is 2 percent each for employers and employees and 3 percent for the self-employed. The other reason for the increase is the President's proposals, which would raise receipts in the fiscal year 1954-55 by an estimated \$100 million. The assets of the fund are expected to total \$22 billion by June 30, 1955.

The continued growth in the number of beneficiaries—the result of the gradual maturing of the program and the new-start provisions of the 1950 amendments—and the increase in benefits as a result of the 1950 and 1952 amendments account for the bulk of the rise in trust fund expenditures in 1954-55. Benefits under the existing program are expected to total \$3,675 million in 1954-55, compared with \$3,238 million in the current fiscal year and \$2,628 million in 1952-53. The President's proposals

would increase benefits by an additional \$400 million in 1954-55.

The salaries and expenses of the Bureau of Old-Age and Survivors Insurance are expected to amount to \$65 million in 1954-55. In addition, the trust fund will reimburse \$1 million to the Department of Health, Education, and Welfare and \$25 million to other Federal agencies for administrative expenses attributable to the old-age and survivors insurance program. The President's proposals would increase total administrative expenses in 1954-55 by \$8 million.

Recent Publications*

Social Security Administration

CHILDREN'S BUREAU. *Medical Social Services for Children in the Maternal and Child Health and Crippled Children's Programs.* (Children's Bureau Publication No. 343.) Washington: U. S. Govt. Print. Off., 1953. 49 pp. 20 cents.

General

AMERICAN PARENTS COMMITTEE. *Handbook on Federal Grants-in-Aid.* New York: The Committee, 1953. 216 pp. \$1.50.

BECKER, JOSEPH M. *The Problem of Abuse in Unemployment Benefits: A Study of Limits.* New York: Columbia University Press, 1953. 412 pp. \$6.50.

BIGELOW, HOWARD F. *Family Finance: A Study in the Economics of Consumption.* (rev.) Chicago: J. B. Lippincott Co., 1953. 502 pp. \$7.50.

BURGESS, ERNEST W., and LOCKE, HARVEY J. *The Family, from Institution to Companionship.* (2d ed.) New York: American Book Co., 1953. 729 pp. \$5.75.

FRANCE. MINISTERE DU TRAVAIL ET DE LA SECURITE SOCIALE. *Rapport . . . De Sécurité Sociale. (Statistiques du 1er Janvier 1951 au 31 Décembre 1952.)* Paris: The Ministry, 1953. 90 pp.

Detailed information on insurance

* Prepared in the Library of the Department of Health, Education, and Welfare. Orders for items listed should be directed to publishers and booksellers; Federal publications for which prices are listed should be ordered from the Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C.

for sickness, maternity, old-age, invalidity, and work accidents.

SHAFFER, HELEN B. "Cost of Living." *Editorial Research Reports*, Washington, Vol. 1, Jan. 2, 1954, entire issue. \$1.

SPAIN. *Legislación de Seguridad Social (Vigente en 19 de Marzo de 1953).* Madrid: Instituto Nacional de Previsión, 1953. Vol. 1. 1,554 pp. Text of laws, decrees, and orders governing compulsory social insurance, family allowances, pension plans by industry groups, and voluntary insurance programs in Spain.

Retirement and Old Age

"Aging and Retirement." *American Journal of Sociology*, Chicago, Vol. 59, Jan. 1954, entire issue. \$1.25.

Includes Retirement Problems in American Society, by Clark Tibbitts; Flexibility and the Social Roles of the Retired, by Robert J. Havighurst; Changes in the Labor-Force Participation of the Older Worker, by Philip M. Hauser; Social Relations, Activities, and Personal Adjustment, by Ernest W. Burgess; The Migration of Older People, by Charles R. Manley, Jr.; and Economic Aspects of Aging and Retirement, by Robert K. Burns.

CHAPMAN, LEROY E. "The Problem of the Aging: From a Report by the Subcommittee on Aging of the Pennsylvania Joint State Government Commission." *Industrial Medicine and Surgery*, Chicago, Vol. 22, Dec. 1953, pp. 587-590. 75 cents.

CIVIC, MIRIAM. "Aid to Aged: How States Differ and Why." *Conference Board Business Record*, New York, Vol. 10, Dec. 1953, pp. 472-479.

MAYERS, HAROLD J. "The Problems of Ageing Encountered in a Large Medical Care Program." *West Virginia Medical Journal*, Charleston, Vol. 49, Dec. 1953, pp. 352-356. 50 cents.

MEANEY, THOMAS A. "Pension Plans for Small Enterprises." *New York Certified Public Accountant*, New York, Vol. 23, Dec. 1953, pp. 751-756. 50 cents.

Public Welfare and Relief

ANDREWS, F. EMERSON. *Attitudes Toward Giving.* New York: Russell Sage Foundation, 1953. 145 pp. \$2.

COUNCIL ON SOCIAL WORK EDUCATION. (Continued on page 26)

Current Operating Statistics

Table 1.—Selected social insurance and related programs, by specified period, 1940-53
[In thousands; data corrected to Feb. 10, 1954]

Year and month	Total	Retirement, disability, and survivor programs										Unemployment insurance programs				
		Monthly retirement and disability benefits ¹				Survivor benefits				Temporary disability benefits ²		State laws ¹⁰	Veterans' legis-lation ¹³	Rail-road Unem-ploy-ment Insurance Act ¹¹		
		Social Security Act	Rail-road Retirement Act	Civil Serv-ice Com-mis-sion ³	Veter-ans Ad-minis-tration ⁴	Monthly				Lump-sum ⁷						
						Social Security Act ⁵	Rail-road Retirement Act ⁶	Civil Serv-ice Com-mis-sion ³	Veter-ans Ad-minis-tration ⁴	Social Security Act	Other ⁸					
Number of beneficiaries																
1952																
December		3,455.8	358.0	181.9	2,460.5	1,569.8	152.9	43.6	1,063.4	40.9	10.1	31.7	39.7	672.5	19.0	41.9
1953																
January		3,518.1	359.7	183.7	2,466.2	1,590.3	153.0	45.7	1,071.4	41.4	11.6	31.4	40.2	952.5	31.0	59.7
February		3,597.8	361.3	184.6	2,470.2	1,606.4	153.8	46.6	1,074.7	37.0	11.1	32.0	34.3	956.3	38.4	60.0
March		3,680.7	362.0	185.7	2,476.1	1,624.4	154.8	47.5	1,077.6	44.3	13.5	36.7	33.9	929.9	41.8	57.4
April		3,754.0	365.4	186.5	2,486.5	1,647.1	155.6	48.4	1,083.2	47.7	14.7	35.0	31.3	840.4	36.7	45.3
May		3,822.7	368.1	187.5	2,496.5	1,664.0	156.3	49.4	1,086.4	47.0	12.9	33.6	27.3	772.1	31.3	27.6
June		3,887.3	370.5	189.0	2,505.8	1,686.3	157.1	50.9	1,089.3	46.9	12.4	34.9	29.8	734.1	29.2	22.0
July		3,937.8	372.0	190.4	2,516.0	1,699.8	158.1	51.1	1,090.9	46.0	12.4	34.5	28.1	675.0	30.1	21.7
August		3,992.1	374.5	192.4	2,523.3	1,712.5	158.4	51.8	1,092.1	41.1	11.5	34.4	33.4	678.7	32.3	23.4
September		4,040.6	375.5	194.3	2,530.1	1,728.1	159.0	52.5	1,092.4	35.4	11.4	34.1	36.0	651.4	29.1	26.3
October		4,090.2	376.8	195.9	2,538.5	1,747.0	159.8	53.5	1,089.5	44.0	11.6	34.1	33.9	655.9	24.9	30.1
November		4,143.5	378.8	197.5	2,544.4	1,762.6	160.7	54.2	1,089.1	39.0	11.3	34.8	34.4	808.6	31.5	40.6
December		4,199.8	381.4	199.2	2,552.3	1,781.6	161.7	52.8	1,095.0	42.1	11.1	34.3	36.3	1,124.5	47.1	68.9
Amount of benefits ¹²																
1940	\$1,188,702	\$21,074	\$114,166	\$62,019	\$317,851	\$7,784	\$1,448	\$105,696	\$11,736	\$12,267			\$518,700		\$15,961	
1941	1,085,488	55,141	119,912	64,933	320,661	25,454	1,559	111,799	13,328	13,943			344,321		14,537	
1942	1,130,721	80,305	122,806	68,115	325,265	41,702	1,603	111,193	15,038	14,342			344,084		6,268	
1943	921,465	97,257	125,795	72,961	331,350	57,763	1,704	116,133	17,830	17,255	\$2,857		79,643		917	
1944	1,118,798	119,009	129,707	77,193	456,279	76,942	1,765	144,302	22,146	19,238	5,035		62,385	\$4,215	582	
1945	2,065,566	157,391	137,140	83,874	697,830	104,231	1,772	254,238	26,135	23,431	4,669		445,866	126,630	2,359	
1946	5,149,761	230,285	149,188	94,585	1,268,984	130,139	1,817	333,640	27,267	30,610	4,761		1,094,850	1,743,718	39,917	
1947	4,700,837	299,830	177,053	106,876	1,676,029	163,109	19,283	382,515	29,517	33,115	26,034	\$11,368	776,165	970,542	39,401	
1948	4,510,061	366,887	208,642	132,852	1,711,182	176,736	36,011	\$918	413,912	32,315	32,140	35,592	30,843	793,265	510,167	28,599
1949	5,694,080	454,483	240,893	158,973	1,692,215	201,369	39,257	477,406	33,158	31,771	59,066	30,103	1,737,279	430,194	103,596	
1950	5,375,811	718,473	254,240	175,787	1,732,208	299,672	43,884	8,409	491,579	32,740	33,578	89,259	28,099	1,373,426	34,653	59,804
1951	6,708,368	1,361,046	268,733	196,529	1,647,938	523,485	49,527	14,014	519,398	57,337	33,356	147,846	26,297	840,411	2,234	20,217
1952	6,551,069	1,613,364	361,200	225,120	1,722,225	615,605	74,085	19,986	572,983	63,298	37,251	167,664	34,689	998,267	3,539	41,793
1953	7,644,349	2,251,408	374,112	269,300	1,840,437	761,792	83,319	27,325	613,475	87,451	43,377	196,600	45,150	962,221	41,698	46,684
1952																
December	560,074	150,481	28,961	21,264	151,156	54,698	6,277	2,048	52,163	6,737	2,806	3,662	4,523	69,061	2,107	4,130
1953																
January	589,807	153,791	29,058	21,350	150,657	55,502	6,284	2,081	49,738	6,876	3,173	3,477	4,343	94,360	3,274	5,843
February	589,555	158,240	29,176	21,525	150,457	56,196	6,332	2,113	53,600	6,250	2,991	3,217	4,474	86,827	3,671	5,486
March	604,143	162,638	29,271	21,817	152,449	56,948	6,389	2,148	50,841	7,444	3,732	4,079	3,804	92,308	4,407	5,298
April	599,716	166,406	29,551	21,798	152,864	57,868	6,433	2,210	51,719	7,998	4,484	3,900	3,308	82,990	3,889	4,868
May	590,698	170,028	29,753	22,006	153,248	58,606	6,488	2,229	51,867	8,028	4,004	3,588	2,875	72,144	3,142	2,682
June	593,838	173,457	29,959	22,218	153,220	59,542	6,552	2,264	50,665	8,018	3,711	3,919	3,138	72,033	3,093	2,049
July	597,795	176,244	30,085	22,415	154,676	60,116	6,606	2,292	52,335	7,897	3,584	4,062	3,077	69,175	3,322	1,909
August	593,521	179,230	30,290	22,747	153,502	60,690	6,630	2,333	49,751	7,135	3,399	3,710	4,050	64,579	3,234	2,241
September	598,571	181,788	30,368	23,088	153,951	61,394	6,666	2,355	50,179	6,140	3,630	3,882	4,267	65,300	3,042	2,521
October	606,422	184,372	30,467	23,215	155,499	62,201	6,709	2,415	50,491	7,630	3,580	3,875	4,248	66,104	2,599	3,017
November	624,487	187,174	30,637	23,400	154,207	62,883	6,759	2,413	52,595	6,753	3,794	3,781	4,116	78,979	3,093	3,901
December	674,819	190,103	30,833	23,720	155,707	63,689	6,813	2,472	49,694	7,282	3,279	4,087	4,452	120,780	5,039	6,863

¹ Under the Social Security Act, retirement benefits—old-age, wife's, and husband's benefits, and benefits to children of old-age beneficiaries—partly estimated. Under the other 3 systems, benefits for age and disability; beginning December 1951, spouse's annuities under the Railroad Retirement Act.

² Data for civil-service retirement and disability fund; excludes noncontributory payments made under the Panama Canal Construction Annuity Act. Through June 1948, retirement and disability benefits include payments to survivors under joint and survivor elections.

³ Pensions and compensation, and subsistence payments to disabled veterans undergoing training.

⁴ Mother's, widow's, widower's, parent's, and child's benefits; partly estimated.

⁵ Annuities to widows under joint and survivor elections and, beginning February 1947, survivor benefits—widow's, widower's (first paid December 1951), widow's current, parent's, and child's benefits.

⁶ Payments to widows, parents, and children of deceased veterans.

⁷ Number of decedents on whose account lump-sum payments were made.

⁸ Payments under the Railroad Retirement Act and Federal civil-service and veterans' programs.

⁹ First payable in Rhode Island, April 1943; in California, December 1946; in New Jersey, January 1949; in New York, July 1950 (monthly data not available); and under the railroad program, July 1947. Excludes hospital benefits in California; also excludes private plans in California and New Jersey except for calendar-year totals.

¹⁰ Represents average weekly number of beneficiaries.

¹¹ Represents average number of beneficiaries in a 14-day registration period.

¹² Beginning September 1944, under the Servicemen's Readjustment Act, readjustment allowances to unemployed and self-employed veterans of World War II. Beginning November 1952, under the Veterans' Readjustment Assistance Act, unemployment compensation benefits to veterans with military service since June 1950; data for October 1952 (first payable Oct. 15) roughly estimated—\$76,878 paid to 2,524 veterans. Number represents average weekly claims paid.

¹³ Payments: amounts certified, under the Social Security and the Railroad Retirement Acts (except monthly data for monthly benefits, which represent benefits in current-payment status) and under the Railroad Unemployment Insurance Act; disbursements, for Veterans Administration programs except the readjustment allowance program; checks issued, under the State unemployment insurance and temporary disability laws, the Servicemen's Readjustment Act, and the Veterans' Readjustment Assistance Act; for civil-service programs, disbursements through June 1949 and authorizations beginning July 1949. Adjusted on annual basis except for civil-service data and payments under the Railroad Unemployment Insurance Act, which are adjusted monthly.

¹⁴ Partly estimated.

Source: Based on reports of administrative agencies.

Table 2.—Contributions and taxes collected under selected social insurance and related programs, by specified period, 1940-53

[In thousands]

Period	Retirement, disability, and survivors insurance			Unemployment insurance		
	Federal insurance contributions ¹	Federal civil-service contributions ²	Taxes on carriers and their employees	State unemployment contributions ³	Federal unemployment taxes ⁴	Railroad unemployment insurance contributions ⁵
Calendar year:						
1940	\$637,275	\$141,126	\$130,222	\$853,832	\$105,379	\$66,562
1941	789,298	167,250	148,184	1,006,327	98,018	73,644
1942	1,012,490	264,739	193,346	1,139,331	123,515	95,524
1943	1,239,490	432,913	232,247	1,325,421	160,921	109,157
1944	1,315,680	477,196	286,157	1,317,050	183,489	132,504
1945	1,285,486	540,776	279,058	1,161,884	184,404	130,415
1946	1,295,398	484,431	315,007	911,835	175,209	135,614
1947	1,556,836	491,264	484,351	1,085,520	185,243	140,400
1948	1,684,569	500,411	598,437	969,635	212,087	135,614
1949	1,696,343	651,542	565,091	986,905	228,856	14,916
1950	2,667,077	677,730	546,097	1,191,438	223,693	23,356
1951	3,363,466	703,144	708,802	1,492,509	235,073	25,662
1952	3,818,911	748,277	636,061	1,367,675	265,615	25,270
1953	3,945,099	459,937	627,451	1,347,630	268,792	25,257
1952						
December	272,815	37,834	52,909	8,571	1,389	6,033
1953						
January	118,136	43,098	14,173	77,047	15,680	70
February	491,734	25,407	89,381	170,926	181,750	534
March	428,978	35,297	51,761	8,367	14,024	8,837
April	233,630	34,782	12,599	150,230	1,713	30
May	524,532	33,082	89,581	240,818	19,578	813
June	421,048	36,296	53,297	6,553	1,178	5,189
July	213,774	37,474	14,608	160,096	3,946	103
August	529,884	70,290	93,283	222,900	12,979	2,063
September	258,748	36,611	52,960	7,208	2,380	4,231
October	173,686	33,072	14,392	102,289	2,088	17
November	398,352	36,431	89,986	187,421	16,769	768
December	152,597	38,097	51,430	13,776	-3,293	5,593

¹ Represents contributions of employees and employers in employments covered by old-age and survivors insurance (beginning December 1952, adjusted for employee-tax refunds); from May 1951, includes deposits made in the trust fund by States under voluntary coverage agreements; beginning January 1951, on an estimated basis.

² Represents employee and Government contributions to the civil-service retirement and disability fund; Government contributions are made in 1 month for the entire fiscal year.

³ Represents deposits in State clearing accounts of contributions plus penalties

and interest collected from employers and, in 2 States, contributions from employees; excludes contributions collected for deposit in State sickness insurance funds. Data reported by State agencies, corrected to Jan. 21, 1954.

⁴ Represents taxes paid by employers under the Federal Unemployment Tax Act.

⁵ Beginning 1947, also covers temporary disability insurance.

⁶ Includes contributions from the Federal Government.

Source: *Daily Statement of the U. S. Treasury*, unless otherwise noted.

RECENT PUBLICATIONS

(Continued from page 24)

NEW YORK CULTURAL PROJECT. *Socio-Cultural Elements in Case-work: A Case Book of Seven Ethnic Case Studies*. New York: The Council, 1953. 107 pp. Processed. \$1.25.

MARTS, ARNAUD C. *Philanthropy's Role in Civilization, Its Contribution to Human Freedom*. New York: Harper & Brothers, 1953. 306 pp. \$3.

WICKENDEN, ELIZABETH. *The Needs of Older People and Public Welfare Services to Meet Them*. Chicago: American Public Welfare Association, 1953. 146 pp. \$2.

Maternal and Child Welfare

BOSSARD, JAMES H. S. *The Sociology of Child Development*. (rev. ed.) New York: Harper & Brothers, 1953. 788 pp. \$6.

CLOSE, KATHRYN. *Transplanted Children*. New York: United States

Committee for the Care of European Children, Inc., 1953. 79 pp. A history of the committee's work.

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HILL, ARTHUR S.; MILLER, LEONARD M.; and GABBARD, HAZEL F. *Schools Face the Delinquency Problem*. (Reprinted from *The Bulletin of the National Association of Secondary-School Principals*, Dec. 1953.) Washington: National Association of Secondary-School Principals, 1953. 40 pp.

NEW YORK STATE YOUTH COMMISSION. *Blueprint for Delinquency Prevention*. New York: The Commission, 1953. 30 pp.

New York's temporary agency for the prevention of juvenile delinquency.

NUNES, JOHN. "Philosophy, Jurisdic-

tion and Procedures of Juvenile Courts in California." *California Youth Authority Quarterly*, Sacramento, Vol. 6, Fall 1953, pp. 10-15.

The Psychoanalytic Study of the Child. (Vol. 8.) New York: International Universities Press, Inc., 1953. 412 pp. \$7.50.

"Schools Help Prevent Delinquency." *National Education Association Research Bulletin*, Washington, Vol. 31, Oct. 1953, entire issue. 50 cents.

The extent and the personal and social aspects of juvenile delinquency and the agencies having jurisdiction over juvenile delinquents.

WILSON, O. W. "Administrative Aspects of Delinquency Control." *California Youth Authority Quarterly*, Sacramento, Vol. 6, Fall 1953, pp. 17-20.

Health and Medical Care

GRAYSON, MORRIS, in collaboration (Continued on page 28)

Table 3.—Status of the old-age and survivors insurance trust fund, by specified period, 1937-53¹
[In thousands]

Period	Receipts		Expenditures		Assets			
	Net contribution income and transfers ²	Interest received	Benefit payments	Administrative expenses ³	Net total of U. S. Government securities acquired ⁴	Cash with disbursing officer at end of period	Credit of fund account at end of period	Total assets at end of period
Cumulative, January 1937-December 1953	\$27,685,534	\$2,741,520	\$11,042,491	\$677,606	\$18,291,238	\$335,889	\$79,830	\$18,706,956
Calendar year:								
1940	607,094	42,861	35,354	26,203	581,300	10,416	3,789	2,030,706
1941	789,298	56,159	88,083	26,158	719,900	16,530	8,992	2,761,921
1942	1,012,490	72,271	130,675	27,898	919,034	27,382	5,294	3,688,110
1943	1,239,490	88,250	165,938	29,454	1,123,400	29,097	12,527	4,820,458
1944	1,315,680	106,741	208,972	29,201	1,188,000	29,418	8,455	6,004,707
1945	1,285,486	134,318	273,885	29,971	1,087,590	44,870	21,362	7,120,655
1946	1,295,398	151,592	378,104	39,739	1,024,310	51,845	19,222	8,149,801
1947	1,557,911	164,186	466,193	45,561	1,189,746	73,754	17,909	9,360,144
1948	1,687,820	281,201	556,174	51,277	1,287,280	70,810	95,143	10,721,714
1949	1,669,975	145,662	667,164	54,265	1,172,233	83,289	4,639	11,815,922
1950	2,670,771	256,998	961,094	61,330	1,602,655	188,401	202,217	13,721,266
1951	3,367,200	417,267	1,885,201	80,798	1,086,676	222,654	299,755	15,539,734
1952	3,818,911	365,221	2,194,129	88,019	1,943,052	280,773	200,568	17,441,719
1953	3,945,099	414,167	3,006,298	87,732	1,330,860	335,889	79,830	18,706,956
December 1952	\$ 272,815	163,479	219,671	9,231	305,167	280,773	200,568	17,441,719
January 1953	118,136		223,164	6,893	12,000	282,618	74,802	17,329,797
February	491,734		229,508	7,024	31,000	281,993	299,630	17,585,000
March	428,978	10,871	240,069	7,186	141,018	286,227	346,972	17,777,594
April	233,630	14,818	248,997	6,813	179,641	308,440	137,755	17,770,232
May	524,532		249,938	6,965	137,183	288,222	288,420	18,037,861
June	421,048	171,784	255,645	8,692	356,374	286,878	261,885	18,366,356
July	213,774		254,509	6,787	86,700	295,022	119,519	18,318,834
August	529,884		254,714	7,367	63,400	308,292	310,652	18,586,638
September	\$ 258,748	10,917	256,811	6,692	71,594	329,341	224,172	18,592,801
October	173,686	14,818	260,980	6,838	39,341	328,778	106,069	18,513,476
November	398,352		263,853	7,462	26,000	325,687	210,197	18,640,513
December	152,597	190,960	268,100	9,013	186,609	335,889	79,830	18,706,956

¹ Does not reflect indirect effects of the financial interchange provisions of the Railroad Retirement Act, as amended in 1951, under which the position of the old-age and survivors trust fund after June 30, 1952, is to be the same as if railroad employment had always been covered under old-age and survivors insurance; no transfer of funds has as yet been made. Includes taxes on self-employed persons for 1951 and adjustments of withheld employment taxes.

² For July 1940 to December 1950 equals taxes collected under the Federal Insurance Contributions Act. Beginning January 1951, amounts appropriated in accordance with sec. 201(a) of the Social Security Act as amended in 1950; from May 1951, includes deposits by States under voluntary coverage agreements. Beginning December 1952 includes adjustments for reimbursement to the general treasury of refunds of employee taxes in accordance with sec. 1401(d) of the Internal Revenue Code (see footnote 5). For 1947-51 includes amounts appro-

priated to meet costs of benefits payable to veterans' survivors under the Social Security Act Amendments of 1946.

³ Represents net expenditures for administration. Beginning November 1951, adjusted for reimbursements to trust fund of small amounts for sales of supplies and services.

⁴ Includes accrued interest and repayments on account of accrued interest on bonds at time of purchase.

⁵ Includes deduction to adjust for estimated amount of taxes subject to refund on wages in excess of \$3,600 paid to employees who worked for more than 1 employer during the calendar year—\$33 million in December 1952 for 1951 taxes and \$40.5 million in September 1953 for 1952 taxes.

Source: Daily Statement of the U. S. Treasury.

Table 4.—Status of the unemployment trust fund, by specified period, 1936-53
[In thousands]

Period	Total assets at end of period	Net total of U. S. Government securities acquired ¹	Unexpended balance at end of period	State accounts				Railroad unemployment insurance account ⁴			
				Deposits	Interest credited	Withdrawals ²	Balance at end of period	Deposits	Interest credited	Benefit payments	Balance at end of period ³
Cumulative, January 1936-December 1953	\$9,560,887	\$9,545,005	\$15,882	\$18,517,620	\$1,788,192	\$11,418,346	\$8,887,466	\$939,734	\$181,316	\$636,851	\$673,420
Calendar year:											
1940	1,957,977	436,300	12,677	860,784	58,901	614,814	1,804,835	59,907	1,217	15,449	153,142
1941	2,744,358	786,700	12,358	1,008,149	53,000	349,583	2,516,400	66,281	4,557	15,088	227,958
1942	3,698,008	955,000	11,008	1,138,530	68,047	344,263	3,378,714	85,973	6,084	6,695	319,293
1943	5,146,745	1,408,000	51,745	1,328,117	81,864	77,582	4,711,113	98,244	7,409	1,014	435,632
1944	6,583,434	1,484,000	4,434	1,316,940	50,518	63,153	6,015,418	119,261	4,564	568	568,016
1945	7,537,391	929,184	29,208	1,160,712	118,460	461,709	6,832,880	117,374	11,010	1,949	704,511
1946	7,585,255	55,816	21,255	915,787	130,183	1,103,967	6,774,884	122,053	13,347	39,168	810,371
1947	8,124,162	538,487	21,675	1,097,213	131,620	786,875	7,216,842	126,360	15,574	54,862	907,320
1948	8,520,442	393,878	24,077	989,067	218,902	852,484	7,572,327	67,001	27,333	60,120	948,115
1949	7,748,423	-800,068	52,125	997,173	91,638	1,736,764	6,924,374	3,196	11,374	132,981	824,049
1950	7,663,410	-57,069	24,181	1,190,551	146,907	1,365,554	6,896,278	13,843	17,695	89,596	767,131
1951	8,526,425	787,933	99,263	1,494,794	216,654	845,144	7,762,582	15,448	23,415	46,522	763,843
1952	9,039,207	595,928	16,118	1,371,950	178,747	1,090,192	8,313,088	15,164	19,058	75,811	726,120
1953	9,560,887	521,916	15,882	1,357,026	197,646	980,294	8,887,466	15,155	19,679	91,770	673,420
December 1952	9,039,207	33,980	16,118	17,587	82,106	68,955	8,313,088	3,620	8,290	8,205	726,120
January 1953	8,967,626	-85,000	29,537	27,981	67	89,120	8,252,016	42	7	10,559	715,610
February	9,086,440	-121,000	27,351	212,930		85,640	8,379,306	321		8,797	707,134
March	8,998,024	-85,029	23,983	17,852	423	100,540	8,297,042	3,502		9,697	700,982
April	8,973,331	-13,000	12,271	56,823	9,543	84,215	8,279,193	23	956	7,823	694,138
May	9,230,141	253,000	16,081	331,391	359	60,891	8,541,251	488	36	5,772	688,890
June	9,257,893	22,982	20,850	10,649	83,834	73,197	8,562,537	3,114	8,397	5,045	695,355
July	9,247,751	-3,000	13,709	60,428	23	60,930	8,553,059	61		4,971	694,692
August	9,500,297	245,000	21,255	319,975		62,430	8,810,605	1,238		6,237	689,693
September	9,442,015	-54,019	16,992	10,317	317	64,719	8,756,519	2,539	32	6,767	685,496
October	9,418,221	-17,000	10,197	39,148	9,554	66,089	8,739,132	10	946	7,364	679,089
November	9,566,878	139,000	19,854	253,477		97,777	8,894,832	410		7,453	672,046
December	9,560,887	-2,019	15,882	15,854	93,526	116,746	8,887,466	3,408	9,261	11,294	673,420

¹ Includes accrued interest and repayments on account of interest on bonds at time of purchase; minus figures represent primarily net total of securities redeemed.

² Includes transfers from State accounts to railroad unemployment insurance account amounting to \$107,161,000.

³ Includes withdrawals of \$79,169,000 for disability insurance benefits.

⁴ Beginning July 1947, includes temporary disability program.

⁵ Includes transfers to the account from railroad unemployment insurance administration fund amounting to \$85,290,000 and transfers of \$12,333,000 out of the account to adjust funds available for administrative expenses on account of retroactive credits taken by contributors under the Railroad Unemployment Insurance Act Amendments of 1948.

Source: Daily Statement of the U. S. Treasury.

Table 5.—Estimated payrolls in employment covered by selected programs in relation to civilian wages and salaries, by specified period, 1939-53¹
[Corrected to Feb. 11, 1954]

Period	Wages and salaries ²		Payrolls ³ covered by—		
	Total	Civilian	Old-age and survivors insurance ⁴	State unemployment insurance ⁵	Railroad retirement and unemployment insurance ⁶
Amount (in millions)					
Calendar year:					
1939.....	\$45,745	\$45,347	\$32,125	\$28,980	\$2,180
1940.....	49,587	48,996	35,560	32,352	2,280
1941.....	61,708	59,846	45,286	41,985	2,697
1942.....	81,887	75,557	57,950	54,548	3,394
1943.....	105,647	91,202	69,379	65,871	4,100
1944.....	116,924	96,286	73,060	68,886	4,622
1945.....	117,676	95,078	71,317	66,411	4,530
1946.....	111,256	103,294	79,003	73,145	4,882
1947.....	122,042	117,974	92,088	86,234	5,118
1948.....	134,327	130,357	101,892	95,731	5,639
1949.....	133,418	129,169	99,645	93,520	5,112
1950.....	145,538	140,539	109,439	102,835	5,227
1951.....	169,814	161,174	133,000	118,243	6,101
1952.....	183,705	173,330	144,000	127,320	6,133
1952					
January-March.....	43,811	41,296	34,000	29,943	1,504
April-June.....	44,732	42,121	35,000	30,780	1,501
July-September.....	46,351	43,707	36,000	31,315	1,542
October-December.....	48,811	46,206	39,000	35,282	1,586
1953					
January-March.....	47,750	45,159	37,500	32,885	1,475
April-June.....	49,160	46,510	39,000	34,265	1,554
Percent of civilian wages and salaries					
Calendar year:					
1939.....	100.0	70.8	63.9	4.8	
1940.....	100.0	72.6	66.0	4.7	
1941.....	100.0	75.7	70.2	4.8	
1942.....	100.0	76.7	72.2	4.8	
1943.....	100.0	76.1	72.2	4.5	
1944.....	100.0	75.9	71.5	4.7	
1945.....	100.0	75.0	69.8	4.8	
1946.....	100.0	76.5	70.8	4.7	
1947.....	100.0	78.1	73.1	4.3	
1948.....	100.0	78.2	73.4	4.2	
1949.....	100.0	77.1	72.4	4.0	
1950.....	100.0	77.9	73.2	3.8	
1951.....	100.0	82.5	73.4	3.8	
1952.....	100.0	83.1	73.5	3.8	
1952					
January-March.....	100.0	82.3	72.5	3.6	
April-June.....	100.0	83.1	73.1	3.6	
July-September.....	100.0	82.4	71.6	3.5	
October-December.....	100.0	84.4	76.4	3.4	
1953					
January-March.....	100.0	83.0	72.8	3.3	
April-June.....	100.0	83.9	73.7	3.3	

¹ Continental United States, except as otherwise noted (see footnotes 2 and 7).

² Represents estimated wages and salaries, in cash and in kind, earned in specified period in continental United States and, in addition, pay of Federal civilian personnel in all other areas; includes employee contributions to social insurance and related programs. Quarterly data reflect prorating of year-end bonus payments.

³ Wages paid in specified period.

⁴ Through 1950 represents taxable wages plus estimated nontaxable wages in excess of \$3,000 earned in employment covered by program; beginning Jan. 1, 1951, taxable wages plus estimated nontaxable wages in excess of \$3,600. Excludes earnings of self-employed persons covered since Jan. 1, 1951.

⁵ Taxable wages plus nontaxable wages earned in employment covered by program; excludes earnings of railroad workers covered by State laws through June 1939.

⁶ Beginning 1947, includes temporary disability insurance.

⁷ Taxable wages plus nontaxable wages in excess of \$300 a month; includes a small amount of taxable wages for Alaska and Hawaii.

Source: Data on wages and salaries from the Office of Business Economics, Department of Commerce; data on payrolls for selected programs based on reports of administrative agencies.

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(Continued on page 30)

Table 6.—Old-age and survivors insurance: Monthly benefits in current-payment status¹ at the end of the month by type of benefit and by month, December 1952–December 1953, and monthly benefits awarded, December 1953

[Amounts in thousands; data corrected to Jan. 26, 1954]

Item	Total		Old-age		Wife's or husband's		Child's		Widow's or widower's		Mother's		Parent's	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
Monthly benefits in current-payment status at end of month:														
1952														
December	5,025,549	\$205,179.0	2,643,932	\$130,217.4	737,859	\$19,178.4	938,751	\$28,141.3	454,563	\$18,482.2	228,984	\$8,272.7	21,460	\$887.0
1953														
January	5,108,422	209,293.8	2,691,729	133,086.5	750,436	19,581.4	950,134	28,584.3	461,884	18,785.7	232,627	8,382.3	21,612	893.7
February	5,204,176	214,435.9	2,753,071	136,928.1	767,100	20,147.2	959,552	28,928.6	468,130	19,045.8	234,596	8,487.1	21,727	899.1
March	5,305,159	219,585.5	2,817,018	140,725.0	784,747	20,712.3	969,445	29,300.1	475,504	19,349.6	236,613	8,593.5	21,832	904.9
April	5,401,081	224,274.0	2,873,082	143,972.6	800,520	21,204.3	982,296	29,760.6	483,422	19,679.8	239,717	8,741.8	22,044	914.9
May	5,486,643	228,634.4	2,926,906	147,139.7	813,278	21,620.5	992,330	30,134.0	490,149	19,963.0	241,725	8,852.3	22,255	925.9
June	5,573,594	232,998.6	2,977,476	150,124.2	826,599	22,050.3	1,003,281	30,540.7	498,967	20,332.4	244,809	9,014.9	22,462	936.2
July	5,637,603	236,359.9	3,017,541	152,570.1	836,219	22,376.7	1,008,141	30,696.0	506,590	20,643.6	246,684	9,128.8	22,628	944.8
August	5,704,558	239,920.5	3,060,592	155,193.8	846,832	22,730.5	1,013,051	30,886.5	513,291	20,938.8	247,975	9,217.5	22,817	953.4
September	5,768,684	243,181.7	3,097,983	157,403.9	856,864	23,050.8	1,022,242	31,287.5	519,376	21,194.7	249,235	9,284.0	22,984	961.3
October	5,837,214	246,572.3	3,136,415	159,639.8	866,904	23,366.0	1,033,890	31,760.4	526,613	21,501.9	250,233	9,334.6	23,159	969.7
November	5,906,117	250,057.2	3,178,118	162,086.4	877,375	23,696.1	1,042,516	32,114.3	533,128	21,778.0	251,637	9,403.9	23,343	978.4
December	5,981,420	253,792.3	3,222,348	164,659.1	887,845	24,017.1	1,053,195	32,517.0	540,653	22,095.7	253,873	9,517.0	23,506	986.4
Monthly benefits awarded in December 1953	101,362	4,571.5	51,806	2,878.5	16,309	463.2	17,425	552.2	9,681	404.6	5,841	259.1	300	13.9

¹ Benefit in current-payment status is subject to no deduction or only to deduction of fixed amount that is less than the current month's benefit.

Table 7.—Old-age and survivors insurance: Number of monthly benefits awarded, by type of benefit, number of lump-sum death payments awarded, and number of deceased workers represented for the first time in awards of lump-sum death payments, 1940–53

[Corrected to Jan. 28, 1954]

Year and quarter ¹	Monthly benefits							Lump-sum awards ²	
	Total	Old-age	Wife's or husband's	Child's	Widow's or widower's	Mother's	Parent's	Number of payments	Number of deceased workers
1940	254,984	132,335	34,555	59,382	4,600	23,260	852	75,095	61,080
1941	269,288	114,660	36,213	75,619	11,020	30,502	1,272	117,303	90,941
1942	258,116	99,622	33,250	77,384	14,774	31,820	1,266	134,991	103,332
1943	262,865	89,070	31,916	85,619	19,576	35,420	1,264	163,011	122,185
1944	318,949	110,097	40,349	99,676	24,759	42,649	1,419	205,177	151,869
1945	402,463	185,174	63,068	127,514	29,844	55,108	1,755	247,012	178,813
1946	547,150	258,980	88,515	114,875	38,823	44,190	1,767	250,706	179,588
1947	572,909	271,488	94,189	115,754	45,249	42,807	3,422	218,787	181,992
1948	596,201	275,903	98,554	118,955	55,667	44,276	2,846	213,096	200,090
1949	682,241	337,273	117,356	118,922	62,928	43,087	2,675	212,614	202,154
1950	962,628	567,131	162,768	122,641	66,735	41,101	2,252	209,960	200,411
1951	1,336,432	702,984	228,887	230,600	89,691	78,323	6,147	431,229	414,470
1952	1,053,303	531,206	177,707	183,345	92,302	64,875	3,868	456,531	437,896
1953	1,419,463	771,672	246,859	212,176	112,860	71,947	3,949	532,846	511,986
1950									
January–March	177,892	86,654	30,492	30,762	18,194	11,183	607	56,787	54,215
April–June	163,880	77,674	28,444	28,786	17,993	10,425	658	56,447	53,745
July–September	153,951	77,454	26,517	24,877	15,497	9,056	550	46,489	44,247
October–December	466,905	325,349	77,315	38,216	15,151	10,437	437	50,237	48,204
1951									
January–March	436,754	248,230	76,352	65,399	23,842	21,066	1,263	114,657	111,218
April–June	361,787	187,406	62,926	64,245	22,871	22,600	1,730	112,912	108,475
July–September	308,470	160,815	51,237	54,589	21,631	18,293	1,905	103,943	99,544
October–December	229,421	106,633	38,372	46,267	21,247	15,762	1,240	99,717	95,233
1952									
January–March	237,941	107,497	37,791	48,924	24,993	17,602	1,134	122,712	118,059
April–June	203,357	84,464	30,994	46,369	23,698	16,736	1,096	118,607	113,792
July–September	291,437	165,438	53,600	38,578	19,648	13,418	755	98,109	93,066
October–December	320,668	173,807	55,322	49,474	23,963	17,119	883	117,103	112,979
1953									
January–March	370,800	206,775	66,868	51,041	27,700	17,406	920	127,557	122,770
April–June	402,570	222,130	70,609	58,877	30,146	19,701	1,107	147,502	141,611
July–September	331,370	178,283	56,684	50,993	26,987	17,456	967	127,877	122,604
October–December	314,723	164,484	52,698	51,265	28,027	17,294	955	129,910	124,992

¹ Quarterly data for 1940–44 were presented in the *Bulletin* for February 1947, p. 29; for 1945–48, in the *Bulletin* for February 1949, p. 29; for 1949, in the *Bulletin* for March 1953, p. 30.

² Effective Sept. 1, 1950, a lump-sum death payment is payable with respect to every insured individual who dies after August 1950.

Table 8.—*Employment security: Selected data on nonfarm placements and unemployment insurance claims and benefits, by State, December 1953*

[Corrected to Jan. 28, 1954]

Region and State	Nonfarm place- ments	Initial claims ¹		Weeks of unemploy- ment covered by continued claims		Compensated unemployment					Average weekly insured unem- ployment under State programs ³
		Total	Women	Total	Women	All types of unemployment ²			Total unemployment		
						Weeks compen- sated	Benefits paid ²	Average weekly number of benefi- ciaries	Weeks compen- sated	Average weekly payment	
Total	377, 732	1, 616, 316	590, 937	6, 677, 227	2, 581, 295	5, 172, 573	\$120,779,503	1, 124, 472	4, 690, 930	\$24. 34	⁴ 1, 508, 926
Region I:											
Connecticut.....	8, 090	29, 222	17, 072	66, 851	37, 578	49, 234	1, 208, 991	10, 703	45, 710	25. 52	15, 650
Maine.....	1, 489	12, 021	4, 499	60, 363	30, 487	54, 480	944, 301	11, 843	45, 648	18. 70	13, 512
Massachusetts.....	14, 286	70, 003	35, 072	268, 603	131, 554	230, 798	5, 389, 876	50, 173	207, 876	24. 71	60, 306
New Hampshire.....	1, 177	9, 410	3, 971	42, 385	22, 853	36, 659	761, 881	7, 969	31, 473	22. 33	9, 302
Rhode Island.....	1, 499	20, 447	11, 298	84, 030	43, 843	76, 763	1, 779, 564	16, 688	72, 043	23. 86	17, 290
Vermont.....	699	3, 053	914	12, 032	6, 320	9, 315	191, 778	2, 025	8, 103	21. 62	2, 736
Region II:											
New Jersey.....	10, 531	85, 824	52, 474	306, 743	174, 654	293, 458	7, 982, 440	63, 795	258, 134	28. 19	65, 839
New York.....	57, 859	301, 195	155, 000	945, 435	468, 000	703, 092	17, 677, 003	152, 846	620, 555	26. 71	209, 918
Puerto Rico.....	2, 293	25	2	191	20						
Virgin Islands.....	304	0	0	0	0						
Region III-IV:											
Delaware.....	554	2, 629	676	13, 781	3, 950	11, 450	238, 000	2, 489	10, 586	19. 02	2, 970
Dist. of Col.....	2, 544	3, 714	680	19, 941	7, 020	17, 141	315, 502	3, 726	16, 896	18. 47	4, 372
Maryland.....	4, 551	19, 913	6, 688	67, 132	21, 739	67, 021	1, 604, 153	14, 570	60, 484	24. 78	16, 536
North Carolina.....	10, 449	34, 658	18, 468	140, 757	78, 693	156, 682	2, 414, 773	34, 061	142, 443	16. 04	36, 622
Pennsylvania.....	17, 947	194, 077	64, 707	703, 341	237, 328	543, 119	13, 050, 156	118, 069	469, 125	26. 00	154, 391
Virginia.....	5, 101	15, 188	5, 356	64, 936	27, 667	50, 709	937, 093	11, 024	48, 145	18. 90	14, 290
West Virginia.....	1, 384	15, 493	1, 111	92, 779	13, 952	74, 346	1, 571, 887	16, 162	65, 955	22. 12	20, 542
Region V:											
Alabama.....	7, 701	16, 532	3, 808	100, 849	25, 094	66, 488	1, 201, 736	14, 454	63, 134	18. 49	21, 303
Florida.....	18, 932	11, 027	4, 093	52, 785	22, 208	32, 347	560, 278	7, 032	30, 745	71. 60	11, 765
Georgia.....	7, 518	19, 045	8, 969	97, 134	50, 609	78, 971	1, 434, 379	17, 168	68, 090	19. 10	25, 247
Mississippi.....	4, 990	13, 481	4, 163	61, 961	19, 463	40, 421	750, 844	8, 787	35, 348	19. 81	14, 144
South Carolina.....	3, 956	13, 203	5, 621	72, 895	31, 628	58, 458	1, 065, 965	12, 708	54, 963	18. 79	15, 949
Tennessee.....	7, 297	23, 748	8, 505	164, 666	69, 854	100, 049	1, 824, 091	21, 750	93, 696	18. 63	36, 880
Region VI:											
Kentucky.....	3, 214	18, 705	3, 047	145, 095	36, 427	101, 676	2, 250, 749	22, 103	94, 583	22. 74	30, 901
Michigan.....	14, 690	73, 937	16, 395	321, 876	100, 448	233, 798	6, 307, 456	50, 826	222, 247	27. 65	83, 348
Ohio.....	16, 718	75, 551	19, 920	314, 185	111, 093	219, 968	6, 180, 086	47, 819	208, 132	28. 21	72, 202
Region VII-VIII:											
Illinois.....	14, 137	82, 691	27, 963	387, 742	150, 035	287, 432	6, 980, 828	62, 485	254, 495	25. 77	86, 176
Indiana.....	4, 532	36, 714	10, 641	145, 774	56, 036	104, 417	2, 492, 840	22, 699	97, 165	24. 63	40, 690
Minnesota.....	5, 823	22, 488	4, 232	86, 586	20, 440	58, 890	1, 205, 957	12, 802	55, 515	20. 92	19, 805
Montana.....	1, 921	4, 344	436	11, 881	2, 592	9, 560	195, 209	2, 078	9, 560	20. 40	3, 242
North Dakota.....	945	2, 362	149	7, 852	812	7, 220	177, 064	1, 570	6, 444	25. 40	2, 593
South Dakota.....	1, 164	2, 091	344	5, 794	1, 193	3, 911	83, 153	850	3, 568	22. 13	1, 354
Wisconsin.....	6, 392	34, 527	10, 108	155, 977	47, 023	111, 806	3, 119, 692	24, 306	102, 988	28. 40	35, 707
Region IX:											
Iowa.....	4, 780	12, 734	2, 775	45, 836	12, 434	32, 284	723, 884	7, 018	29, 909	23. 17	10, 054
Kansas.....	5, 187	9, 624	1, 810	49, 860	16, 743	44, 972	1, 054, 489	9, 772	40, 961	24. 32	11, 010
Missouri.....	8, 767	32, 663	11, 942	156, 884	72, 208	121, 851	2, 332, 197	26, 489	102, 555	20. 75	32, 929
Nebraska.....	3, 130	6, 080	1, 479	16, 774	4, 110	12, 988	297, 914	2, 824	12, 384	23. 50	4, 316
Region X:											
Arkansas.....	5, 126	10, 363	1, 860	47, 812	10, 877	33, 777	599, 256	7, 343	30, 060	18. 50	13, 088
Louisiana.....	5, 439	14, 069	2, 201	64, 057	12, 490	41, 863	897, 071	9, 101	38, 345	22. 20	13, 882
Oklahoma.....	8, 820	11, 475	2, 523	56, 495	15, 061	33, 237	744, 886	7, 225	30, 867	23. 12	12, 385
Texas.....	33, 596	17, 941	3, 734	98, 475	32, 541	59, 176	1, 061, 392	12, 864	57, 026	18. 23	25, 363
Region XI:											
Colorado.....	3, 348	6, 012	859	22, 650	4, 162	13, 210	336, 586	2, 872	12, 285	26. 08	5, 029
New Mexico.....	2, 020	4, 087	462	20, 877	2, 702	15, 110	363, 722	3, 285	14, 526	24. 39	4, 377
Utah.....	2, 013	5, 422	1, 139	22, 123	6, 278	16, 449	413, 295	3, 576	15, 176	25. 82	5, 158
Wyoming.....	706	1, 644	211	3, 950	978	3, 566	93, 767	775	3, 223	26. 94	1, 147
Region XII:											
Arizona.....	3, 398	5, 028	909	21, 339	6, 164	13, 785	293, 056	2, 997	13, 135	21. 51	4, 571
California.....	18, 746	129, 711	38, 151	559, 707	224, 011	468, 180	10, 729, 860	101, 778	431, 714	23. 68	124, 280
Hawaii.....	732	2, 165	836	20, 353	10, 037	19, 884	379, 847	4, 323	15, 121	21. 09	(^a)
Nevada.....	1, 696	2, 230	537	9, 077	3, 023	9, 479	269, 681	2, 061	8, 875	29. 11	2, 460
Region XIII:											
Alaska.....	592	2, 464	305	19, 109	3, 480	17, 604	608, 852	3, 827	17, 095	34. 78	(^b)
Idaho.....	1, 152	6, 672	855	33, 997	5, 244	21, 696	508, 093	4, 717	21, 128	23. 57	7, 948
Oregon.....	2, 901	28, 340	4, 943	163, 883	36, 287	128, 357	2, 884, 707	27, 904	123, 291	22. 88	36, 153
Washington.....	4, 896	40, 274	7, 024	221, 617	51, 852	175, 426	4, 289, 223	38, 136	169, 375	24. 66	49, 463

¹ Total excludes transitional claims.

² Total, part-total, and partial.

³ Not adjusted for voided benefit checks and transfers under interstate combined-wage plan.

⁴ Excludes Alaska and Hawaii.

^a Data not available.

Source: Department of Labor, Bureau of Employment Security, and affiliated State agencies.

(Continued from page 28)

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Part 5 considers voluntary health insurance.

Table 9.—Public assistance in the United States, by month, December 1952–December 1953¹

[Except for general assistance, includes vendor payments for medical care and cases receiving only such payments]

Year and month	Total ²	Old-age assistance	Aid to dependent children		Aid to the blind	Aid to the permanently and totally disabled	General assistance ⁴	Total	Old-age assistance	Aid to dependent children (families)	Aid to the blind	Aid to the permanently and totally disabled	General assistance ⁴
			Families	Recipients									
				Total ³									

Number of recipients							Percentage change from previous month							
1952														
December		2,645,864	569,942	1,992,336	1,495,321	98,768	164,193	280,000		(⁵)	+0.6	+0.1	+1.4	+4.9
1953														
January		2,639,392	572,355	2,001,459	1,503,973	98,766	166,529	290,000		-0.2	+4	(⁶)	+1.4	+3.6
February		2,630,060	573,383	2,009,843	1,510,021	98,770	168,306	287,000		-4	+2	(⁶)	+1.1	-1.2
March		2,622,030	575,351	2,018,688	1,517,616	98,728	170,388	283,000		-3	+3	(⁶)	+1.2	-1.2
April		2,616,209	573,145	2,015,513	1,516,161	98,764	173,082	275,000		-2	-4	(⁶)	+1.6	-2.8
May		2,612,868	570,023	2,005,325	1,508,498	98,888	175,672	261,000		-1	-5	+1	+1.5	-5.0
June		2,608,898	564,308	1,983,498	1,493,670	99,032	179,395	255,000		-2	-1.0	+1	+2.1	-2.4
July		2,603,173	554,691	1,952,060	1,469,388	99,103	181,620	248,000		-2	-1.7	+1	+1.2	-2.7
August		2,599,716	550,405	1,940,941	1,461,748	99,236	184,743	243,000		-1	-8	+1	+1.7	-2.0
September		2,596,451	547,588	1,933,948	1,457,713	99,417	187,411	239,000		-1	-5	+2	+1.4	-1.7
October		2,595,364	543,872	1,923,697	1,448,888	99,633	190,327	240,000		(⁶)	-7	+2	+1.6	+3
November		2,591,370	542,119	1,918,160	1,445,173	99,658	192,940	246,000		-2	-3	(⁶)	+1.4	+2.4
December		2,591,016	548,122	1,942,383	1,464,454	99,828	195,109	270,000		(⁶)	+1.1	+2	+1.1	+9.9
1952														
Amount of assistance							Percentage change from previous month							
December	\$214,993,000	\$134,683,742	\$47,777,342		\$5,423,341	\$8,784,411	\$13,957,000	+1.3	+0.5	+1.2	+0.5	+1.8	+8.5	
1953														
January	215,827,000	135,050,787	48,124,808		5,416,449	8,902,704	14,262,000	+4	+3	+7	-1	+1.3	+2.2	
February	214,567,000	133,851,586	48,166,960		5,416,222	8,990,750	13,893,000	-6	-9	+1	(⁶)	+1.0	-2.6	
March	214,877,000	133,809,675	48,401,773		5,433,872	9,095,633	13,961,000	+1	(⁶)	+5	+3	+1.2	+5	
April	214,190,000	133,558,012	48,336,101		5,446,514	9,253,349	13,297,000	-3	-2	-1	+2	+1.7	-4.8	
May	213,381,000	133,491,089	48,212,598		5,499,296	9,466,677	12,442,000	-4	-1	-3	+1.0	+2.3	-6.4	
June	212,109,000	133,271,522	47,392,149		5,499,070	9,636,900	12,033,000	-6	-2	-1.7	(⁶)	+1.8	-3.3	
July	209,627,000	132,637,753	45,947,547		5,482,047	9,711,983	11,694,000	-1.2	-5	-3.0	-3	+8	-2.8	
August	207,691,000	131,798,519	45,385,681		5,471,478	9,790,782	11,369,000	-9	-6	-1.2	-2	+8	-2.8	
September	207,960,000	131,523,577	45,463,591		5,485,775	9,865,528	11,378,000	+1	-2	+2	+3	+8	+1	
October	208,742,000	131,935,869	45,422,778		5,518,383	10,086,901	11,608,000	+4	+3	-1	+6	+2.2	+2.0	
November	209,469,000	132,339,340	45,239,457		5,517,338	10,213,434	11,874,000	+3	+3	-4	(⁶)	+1.3	+2.3	
December	213,832,000	133,425,759	46,163,903		5,555,289	10,425,762	13,638,000	+2.1	+8	+2.0	+7	+2.1	+14.8	

¹ For definition of terms see the *Bulletin*, January 1953, p. 16. All data subject to revision.

² Total exceeds sum of columns because of inclusion of vendor payments for medical care from general assistance funds, from special medical funds, and, for one State, from funds for the special types of public assistance; data for such expenditures partly estimated for some States.

³ Includes as recipients the children and 1 parent or other adult relative in

families in which the requirements of at least 1 such adult were considered in determining the amount of assistance.

⁴ Excludes Nebraska; data not available.

⁵ Decrease of less than 0.05 percent.

⁶ Increase of less than 0.05 percent.

⁷ For Illinois includes premiums paid into pooled fund for medical care but excludes vendor payments made for medical services provided before the pooled fund plan began in August.

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less than 400 in December, compared with an average monthly decline of 5,000 in the preceding 11 months.

About 22,000 or 3.8 percent fewer families were receiving aid to dependent children in December 1953 than in December 1952. The 548,000 families on the rolls at the end of 1953 represented a drop of 107,700 from the peak in October 1950. The families were, however, larger than those in earlier years. Between September 1950 and December 1952, the number of families with one or two children dropped 17 percent, while

larger families decreased only 7 percent. Mothers of small families may find it relatively easier to arrange for the care of their children and so be more likely to obtain employment at a time when jobs are readily available, as they were in this period. Recent reports on reasons for closing cases show that between the fiscal years 1949–50 and 1952–53 the proportion of all cases closed because the mother found employment or had higher earnings rose from 13.4 percent to 17.2 percent.

More than 195,000 recipients were getting aid to the permanently and totally disabled in December 1953, compared with 164,193 recipients a

year earlier. For the second consecutive year, the number of blind recipients increased by more than 1,000.

The general assistance caseload has always been relatively more sensitive than those of other assistance programs to changes in economic conditions, and thus it has followed more definite seasonal trends. The seasonal increase in cases that began in October 1953 has exceeded the increases of the two preceding winters.

The December 1953 increase of 24,000 cases, or 9.9 percent, in the general assistance caseload brought the total number of cases to 270,000. Of the 47 States for which comparisons

Table 10.—Amount of vendor payments for medical care for recipients of public assistance, by program and State, December 1953¹

State	Old-age assistance	Aid to dependent children	Aid to the blind	Aid to the permanently and totally disabled	General assistance ²
Total	³ \$7,118,075	³ \$1,115,190	³ \$172,681	³ \$1,208,673	⁴ \$4,267,000
Alabama	1,911	605	4	302	29
Alaska				(⁵)	10,075
California				(⁵)	56,656
Connecticut	196,752	55,860	4,545	(⁵)	(⁵)
Delaware		405		(⁵)	(⁵)
District of Columbia	407	212	28	656	369
Hawaii	9,520	15,918	392	7,170	(⁵)
Illinois	³ 1,530,345	³ 148,400	³ 43,632	³ 165,824	375,467
Indiana	337,144	43,356	8,852	(⁵)	150,080
Iowa				(⁵)	145,349
Kansas	148,244	50,238	3,012	22,769	32,852
Louisiana	74	2,900	212	1,328	1,071
Maine				(⁵)	39,976
Massachusetts	818,605	79,926		353,252	164,680
Michigan	112,455		1,592	17,729	84,914
Minnesota	959,848	68,065	18,989	(⁵)	108,001
Montana				(⁵)	151,315
Nebraska	431,400	18,116	2,812	(⁵)	(⁵)
Nevada	3,693			(⁵)	49,900
New Hampshire	81,852	15,377	2,610	2,880	(⁵)
New Jersey		10,476			103,277
New Mexico	25,358	10,921	852	5,265	2,175
New York	1,758,463	471,750	65,170	587,401	(⁵)
North Carolina	12,219	7,820		3,965	140,965
North Dakota	26,798	4,120	11	4,906	15,809
Ohio	187,971	19,150	8,524		972,960
Oregon					124,049
Rhode Island	58,650	21,469	1,362	12,449	34,508
South Carolina					11,730
South Dakota					72,278
Utah	1,800	1,207	51	129	65
Virginia					5,872
Wisconsin	414,566	88,999	10,051	22,648	87,792

¹ For the special types of public assistance, figures in italics represent payments made without Federal participation. States not shown made no vendor payments during the month or did not report such payments.

² In all States except California, Illinois, Louisiana, Massachusetts, Nevada, New Jersey, and Utah includes payments made on behalf of recipients of the special types of public assistance.

³ For Illinois includes premiums paid into pooled fund for medical care for

December 1953 but excludes vendor payments made in December 1953 for medical services provided before the pooled fund plan began in August.

⁴ Includes an estimated amount for States making vendor payments for medical care from general assistance funds and from special medical funds and reporting these data semiannually but not on a monthly basis.

⁵ No program for aid to the permanently and totally disabled.

⁶ Data not available.

may be made, 38 reported December increases; in 26 of these States, the caseloads rose by 10 percent or more. The program of aid to dependent children, which also is subject to increases in the winter months, in December added 6,000 families—the largest number in the past three years. Larger caseloads were reported in December by 42 of the 53 States.

During the year some State agencies, to conserve funds, found it necessary to apply percentage reductions to payments or make deeper cuts in payments to recipients who were already getting amounts below the agencies' standards. A few States, however, were able to increase the percentage of need met by the assistance payment. At the end of the preceding year, 11 States were applying percentage reductions to payments in 35 programs for the special types of public assistance. By Decem-

ber, 14 States were making reductions in 43 programs. Percentage cuts were more frequent and somewhat larger for aid to dependent children than for the other programs.

Maximums on assistance payments were raised in several of the States that have maximums, and Nevada and Tennessee established maximums for their new programs. The family maximum in aid to dependent children was reduced in one State, and one State placed a maximum on the amount of payment to a family.

For the Nation as a whole, average payments were higher in December 1953 than in December 1952 for all programs except aid to the permanently and totally disabled, where the average payment was about the same. Average payments fluctuated during the year, and in old-age assistance, aid to the blind, and general assistance the December average

payments were higher than in any other month of the year. About eight in 10 agencies reported somewhat higher average payments for the special types of public assistance; less than two-thirds of the agencies reporting for general assistance had increases in average payments.

Underlying national changes were some significant changes in caseloads and payments in a few States. When Connecticut removed the citizenship requirements from the old-age assistance program in October, more than 1,400 aliens (about 9 percent of the caseload) were added to the rolls in the last 3 months of 1953. In Tennessee there has been a gradual increase in the number of cases receiving old-age assistance and aid to the blind since the law giving the State a claim against the estates of the recipients was repealed in March. In four States—Hawaii, Michigan, Montana, and

Table 11.—Average payments including vendor payments for medical care, average amount of money payments, and average amount of vendor payments for assistance cases, by program and State, December 1953¹

State	Old-age assistance			Aid to dependent children (per family)			Aid to the blind			Aid to the permanently and totally disabled		
	All assist- ance ²	Money pay- ments to recip- ients ³	Vendor pay- ments for medical care ³	All assist- ance ²	Money pay- ments to recip- ients ³	Vendor pay- ments for medical care ³	All assist- ance ²	Money pay- ments to recip- ients ³	Vendor pay- ments for medical care ³	All assist- ance ²	Money pay- ments to recip- ients ³	Vendor pay- ments for medical care ³
Total, 53 States ⁴	\$51.50	\$48.92	\$2.75	\$84.22	\$82.30	\$2.03	\$55.65	\$54.07	\$1.73	\$53.44	\$47.89	\$6.19
Alabama	26.42	26.39	.05	36.53	36.50	.03	23.65	23.65	(⁵)	23.34	23.31	.03
Connecticut	80.29	68.29	12.00	130.67	116.67	14.00	92.71	77.71	15.00	(⁷)	(⁷)	(⁷)
Delaware				86.43	86.23	.20						
District of Columbia	53.57	53.43	.14	107.56	107.47	.09	56.20	56.08	.12	59.94	59.53	.41
Hawaii	39.90	34.94	4.96	92.02	86.40	5.62	47.42	43.61	3.81	54.26	48.25	6.02
Illinois	54.80	40.39	14.40	123.72	116.27	7.45	61.46	49.86	11.78	70.88	39.94	31.48
Indiana	46.21	38.01	8.20	85.33	79.56	5.77	51.85	46.77	5.08	(⁷)	(⁷)	(⁷)
Kansas	62.88	58.88	4.00	107.12	100.15	6.97	69.03	64.36	4.67	65.53	58.40	7.55
Louisiana	51.16	51.16	(⁶)	62.85	62.69	.16	48.40	48.29	.11	41.59	41.48	.11
Massachusetts	74.79	66.29	8.50	121.64	115.19	6.45				91.75	60.38	37.50
Michigan	52.74	52.16	.58				61.02	60.66	.36	68.21	66.76	9.73
Minnesota	62.89	45.23	18.09	113.74	104.29	9.45	72.47	58.10	14.37	(⁷)	(⁷)	(⁷)
Nebraska	66.00	44.29	21.71	100.76	93.20	7.56	83.35	79.43	3.92	(⁷)	(⁷)	(⁷)
Nevada	56.92	56.12	.80							(⁷)	(⁷)	(⁷)
New Hampshire	58.54	46.59	12.00	125.18	112.37	12.81	61.74	52.74	9.00	70.85	50.85	20.00
New Jersey				107.51	105.39	2.12						
New Mexico	46.68	44.45	2.23	73.01	71.14	1.87	45.05	43.11	1.95	39.99	37.19	2.81
New York	73.17	59.39	13.78	134.13	125.53	8.60	82.00	70.25	11.75	80.74	66.66	16.54
North Carolina	30.36	30.12	.24	58.36	57.90	.46				35.90	35.41	.49
North Dakota	58.84	55.67	3.18	111.28	108.46	2.82	53.98	53.88	.10	68.79	62.30	6.57
Ohio	56.19	54.43	1.76	90.93	89.40	1.53	55.91	53.56	2.35			
Rhode Island	55.73	50.91	4.82	110.61	103.61	7.00	71.12	65.36	5.76	71.50	63.48	12.66
Utah	59.99	59.80	.19	115.53	115.10	.43	64.25	64.01	.24	63.95	63.87	.08
Wisconsin	59.67	51.04	8.63	130.59	119.10	11.49	66.05	57.71	8.34	86.35	65.84	20.57

¹ Averages for general assistance not computed because of difference among States in policy or practice regarding use of general assistance funds to pay medical bills for recipients of the special types of public assistance. Figures in italics represent payments made without Federal participation. States not shown made no vendor payments during the month or did not report such payments.

² Averages based on cases receiving money payments, vendor payments for medical care, or both.

³ Averages based on number of cases receiving payments. See tables 12, 13, 14

and 16 for average money payments for States not making vendor payments.

⁴ For aid to the permanently and totally disabled represents data for the 40 States with programs in operation.

⁵ For Illinois includes premiums paid into pooled fund for medical care for December 1953 but excludes vendor payments made in December 1953 for medical services provided before the pooled fund plan began in August.

⁶ Less than 1 cent.

⁷ No program for aid to the permanently and totally disabled.

Pennsylvania—the number of recipients of old-age assistance has dropped 10 percent since December 1952. The number of families receiving aid to dependent children decreased 10 percent or more in nine States and increased 10 percent or more in five States. Payments for the special types of public assistance in Nebraska increased substantially when the State paid medical bills for December as well as those outstanding for previous months.

Total expenditures for public assistance in 1953 amounted to \$2,542 million. The year's increase of \$82 million or 3.4 percent reflected largely the impact of the 1952 amendments to the Social Security Act, which were in effect for only the last 3 months of 1952 but for all of 1953. Total payments were higher for all programs except general assistance, where pay-

ments were down about 12 percent from those a year earlier.

¶ Benefits totaling \$962.0 million were paid during 1953 in compensation for 42.6 million weeks of unemployment to about 4.2 million unemployed workers who were insured under the State unemployment insurance programs. These workers drew benefits, on the average, for only 10.1 weeks.

During December the number of claims filed by unemployed workers rose sharply as the result of seasonal curtailments, year-end inventory layoffs, and production cutbacks. All States but four reported more initial claims. For the Nation as a whole, these claims went up nearly a third to 1.6 million—the largest number filed in any December since the end of the war. The rise, while less pronounced than that in December 1952,

is significant since it followed an unusually large increase in November. Weeks of unemployment claimed rose even more sharply than initial claims, increasing 50 percent to 6.7 million. All the States shared in the increase, which was the largest December increase since World War II except in 1950.

During an average week in December, unemployment benefits were paid to 1.1 million persons—an increase of almost two-fifths from November. Benefit payments rose even more sharply (59 percent), to \$127.8 million. This amount represents the largest benefit expenditure in any December since 1949 and is nearly 50 percent more than the amount paid in the last month of 1952. The average check for total unemployment was \$24.34—the largest in the program's history.

Table 12.—Old-age assistance: Recipients and payments to recipients, by State, December 1953¹

[Includes vendor payments for medical care and cases receiving only such payments]

State	Number of recipients	Payments to recipients		Percentage change from—			
		Total amount	Average	November 1953 in—		December 1952 in—	
				Number	Amount	Number	Amount
Total ² ...	2,501,016	\$133,425,759	\$51.50	(4)	+0.8	-2.1	-0.9
Ala.	64,856	1,713,445	26.42	-0.6	+11.7	-7.4	-8.2
Alaska	1,653	99,398	60.13	-1	+1	+4	+6.8
Ariz.	13,923	780,509	56.06	+2	+2	-8	+2.6
Ark.	53,651	1,686,264	31.43	-1.2	-1.6	-6.8	-9.9
Calif.	271,641	18,801,876	69.22	+1	+1	-5	-1.0
Colo. ³	52,655	4,647,882	88.27	+3	+2	+1.9	+5.9
Conn.	16,396	1,316,489	80.29	+1	+1	+3.5	+13.4
Del.	1,676	66,084	39.43	-4	+5	-4.1	+1.8
D. C.	2,776	148,722	53.57	+8	+9	+2.0	+3.2
Fla.	67,783	3,066,569	45.24	+7	+1.0	+1.3	+7.7
Ga.	95,854	3,547,361	37.01	+2	+4	+4	+3.2
Hawaii	1,918	76,534	39.90	+3	-8	-9.8	-4.5
Idaho	8,964	492,194	54.91	+4	+6	-2.3	-6
Ill.	103,368	5,665,021	54.80	-3	-7	-6.9	-6.4
Ind.	39,072	1,805,662	46.21	-4	+2.9	-6.8	-1.3
Iowa	44,463	2,528,112	56.86	-2	-1	-5.8	-5.5
Kans.	35,052	2,203,987	62.88	-1	-3	-5.0	-2.2
Ky.	55,761	1,949,778	34.97	+4	+4	-8	-1.0
La.	119,858	6,131,840	51.16	(5)	+1	-5	-9
Maine	13,068	607,013	46.45	+2	+4	-4.4	+5.9
Md.	10,763	471,450	43.80	+3	+4	-2.5	+3
Mass.	94,617	7,076,429	74.79	-1	+9	-2.9	-1.3
Mich.	80,736	4,257,949	52.74	-6	-3	-10.0	-7.5
Minn.	53,057	3,336,708	62.89	-1	+2.9	-2.1	+2.0
Miss.	62,906	1,771,707	28.16	-3	-3	+6.1	+13.8
Mo.	132,910	6,654,491	50.07	+3	+3	+1.2	+1.2
Mont.	9,795	705,918	58.29	-3	-3	-9.7	-9.5
Nebr.	18,726	1,235,899	66.00	(4)	+17.4	-6.9	+12.9
Nev.	2,651	150,903	56.92	0	+3	-1.8	-2.0
N. H.	6,821	399,301	58.54	-4	+2	-2.6	+2.9
N. J.	21,074	1,274,437	60.47	(4)	+4	-3.0	+7
N. Mex.	11,350	529,844	46.68	+6	+4	+6.2	+8.9
N. Y.	108,211	7,918,046	73.17	-2	+2.6	-5.7	+2.1
N. C.	50,617	1,536,709	30.36	(4)	+4	-5	+2.2
N. Dak.	8,421	495,475	58.84	-2	+1.8	-3.0	+9
Ohio	106,946	6,008,890	56.19	-1	+1	-5.0	+8
Okl.	95,111	5,490,867	57.73	+3	+2	-5	-13.2
Oreg.	21,009	1,345,128	64.03	+5	+1.3	-4.9	-1.3
Pa.	61,816	2,663,298	43.08	-5	-5	-9.9	-8.5
P. R.	44,657	340,047	7.61	+2	+4	+4.3	+5.6
R. I.	8,879	494,804	55.73	-2	+3	-5.1	-7.3
S. C.	42,257	1,418,065	33.56	(4)	+6.7	+1	+6.8
S. Dak.	11,230	501,282	44.64	-4	-4	-3.7	-1.7
Tenn.	65,757	2,369,858	36.04	+8	+6	+9.1	+7.1
Tex.	220,892	8,547,076	38.69	+1	+2	+1.1	+1.8
Utah	9,561	573,575	59.99	+1	+4	-1.2	+4.3
Vt.	6,910	303,079	43.86	-1	+2	-7	+8.0
V. I.	7,690	77,700					
Va.	17,274	486,387	28.16	-2	+7	-3.4	+5.9
Wash.	62,978	3,939,585	62.55	-1	-1	-4.6	-9.7
W. Va.	26,157	828,048	31.66	-4	+12.2	-2.1	-7.8
Wis.	47,769	2,850,418	59.67	-2	+1.6	-4.9	-2
Wyo.	4,080	242,646	59.47	+2	-2	-7	-8

¹ For definition of terms see the *Bulletin*, January 1953, p. 16. All data subject to revision.

² Includes 3,926 recipients under age 65 in Colorado and payments to these recipients. Such payments are made without Federal participation.

³ For Illinois includes premiums paid into pooled fund for medical care for December 1953 but excludes vendor payments made in December 1953 for medical services provided before the pooled fund plan began in August.

⁴ Decrease of less than 0.05 percent.

⁵ Increase of less than 0.05 percent.

⁶ Excludes vendor payments for medical care.

⁷ Estimated.

Table 13.—Aid to the blind: Recipients and payments to recipients, by State, December 1953¹

[Includes vendor payments for medical care and cases receiving only such payments]

State	Number of recipients	Payments to recipients		Percentage change from—			
		Total amount	Average	November 1953 in—		December 1952 in—	
				Number	Amount	Number	Amount
Total ² ...	99,828	\$5,555,289	\$55.65	+0.2	+0.7	+1.1	+2.4
Ala.	1,492	35,291	23.65	-1	-8	-2.2	-17.3
Alaska	49	2,827	(4)	(4)	(4)	(4)	(4)
Ariz.	707	44,645	63.15	+9	+8	+1.9	+9.5
Ark.	1,896	72,068	38.01	-3	-8	-1	-2.6
Calif. ³	12,002	1,025,627	85.45	+1	(5)	+2.0	+1.5
Colo.	336	22,403	66.68	-1.5	-1	-3.2	(5)
Conn.	303	28,092	92.71	-3	+9	+7	+3.4
Del.	224	12,120	54.11	-4	+1.5	-2.2	+6.3
D. C.	248	13,937	56.20	-4	-2	+4	-3.0
Fla.	3,038	147,196	48.45	-2	-1	-3.1	-7
Ga.	3,150	132,774	42.15	+5	+6	+3.7	+5.5
Hawaii	103	4,884	47.42	-5.5	-4.7	-7.2	-1.2
Idaho	189	11,313	59.86	+1.6	+3.1	+3.8	+6.1
Ill.	3,705	227,700	61.46	-6	-9	-6.6	-4.1
Ind.	1,661	86,121	51.85	+1	-4.0	-1.9	+9.7
Iowa	1,363	99,530	73.02	+1.3	+1.8	+3.8	+12.9
Kans.	604	41,694	69.03	+2	+1.1	+2.0	+4.1
Ky.	2,591	95,491	36.85	+1.0	+1.0	+5.7	+4.9
La.	1,976	95,641	48.40	-2	+4	+1.0	+4.1
Maine	543	27,357	50.38	-2	+2	-6.4	+4.4
Md.	466	23,480	50.39	+4	-1	-2.7	-1.5
Mass.	1,729	151,490	87.62	-1	+1.3	+2.4	+8.1
Mich.	1,755	107,086	61.02	+3	+7	-5.4	-2.5
Minn.	1,208	87,542	72.47	+1.0	-4	+4.4	+5.2
Miss.	3,142	107,552	34.23	+2	+1	+6.8	+18.3
Mo.	3,726	204,930	55.00	+1.0	+1.0	+7.1	+17.8
Mont.	475	30,523	64.26	+2	-4	-10.5	-10.9
Nebr.	718	59,843	83.35	-1	+27.6	-7	+26.8
Nev.	77	5,563	72.25	(4)	(4)	(4)	(4)
N. H.	290	17,904	61.74	-3	+1	-2.0	+1.8
N. J.	828	54,201	65.46	+9	+3.2	+7	+1.7
N. Mex.	438	19,734	45.05	+1.4	+1.6	+5.3	+9.3
N. Y.	4,317	353,982	82.00	+3	+1.2	+1	+6.0
N. C.	4,641	184,884	39.84	(5)	+1	+4.2	+7.0
N. Dak.	111	5,992	53.98	0	-14.9	-2.6	-11.8
Ohio	3,622	202,509	55.91	+4	+1.6	-1.5	+2.3
Okl.	2,232	147,461	66.07	-3	+2	-7.2	-19.0
Oreg.	346	25,452	73.56	-9	-2	-4.4	-2.1
Pa.	15,979	789,687	49.42	+1	(5)	+7	+6
P. R.	1,291	9,743	7.55	+9	+1.2	+25.6	+27.7
R. I.	191	13,584	71.12	0	+1.2	+1.1	+2.9
S. C.	1,651	64,075	38.81	+1	+5.6	+1.9	+7.3
S. Dak.	202	8,749	43.31	-1.0	-1.0	-5	+8
Tenn.	3,110	129,082	41.51	+5	+6	+6.8	+6.2
Tex.	6,132	266,433	43.45	(5)	+1	+1.9	+2.6
Utah	217	13,942	64.25	+3.3	+1.1	+9	+5.2
Vt.	167	8,045	48.17	0	+1.1	-1.2	+5.8
V. I.	40	450					
Va.	1,332	46,564	34.96	+8	+1.5	-2.6	+1.4
Wash. ⁴	777	61,210	78.78	-1.1	-1.2	-5.0	-9.6
W. Va.	1,156	42,573	36.83	+1	+10.8	+1.0	-5.5
Wis.	1,203	79,453	66.05	-7	+4.5	-4.8	-1.3
Wyo.	79	4,860	61.52	(4)	(4)	(4)	(4)

¹ For definition of terms see the *Bulletin*, January 1953, p. 16. All data subject to revision.

² Data include recipients of payments made without Federal participation and payments to these recipients as follows: In California (467 recipients, \$41,418 in payments), in Washington (6 recipients, \$357 in payments), in Missouri (816 recipients, \$45,439 in payments), and in Pennsylvania (6,957 recipients, \$346,753 in payments).

³ For Illinois includes premiums paid into pooled fund for medical care for December 1953 but excludes vendor payments made in December 1953 for medical services provided before the pooled fund plan began in August.

⁴ Average payment not computed on base of less than 50 recipients; percentage change, on less than 100 recipients.

⁵ Increase of less than 0.05 percent.

⁶ Decrease of less than 0.05 percent.

⁷ Excludes vendor payments for medical care.

⁸ Estimated.

Table 14.—Aid to dependent children: Recipients and payments to recipients, by State, December 1953¹

[Includes vendor payments for medical care and cases receiving only such payments]

State	Number of families	Number of recipients		Payments to recipients		Percentage change from—			
		Total ²	Children	Total amount	Average per— Family Recipient	November 1953 in—		December 1952 in—	
						Number of families	Amount	Number of families	Amount
Total ³	548,122	1,942,383	1,461,451	\$16,163,903	\$84.22 \$23.77	+1.1	+2.0	-3.8	-3.4
Ala.	16,383	61,482	47,219	598,522	36.53 9.73	-4	-1	-9.4	-14.7
Alaska	920	3,071	2,242	66,382	72.15 21.62	+1.7	+2.1	+13.6	+5.5
Ariz.	3,864	14,963	11,245	342,777	88.71 23.06	+7	+5	+7.9	+13.8
Ark.	6,765	25,265	19,374	346,688	51.25 13.72	-2	-5.4	-46.9	-50.8
Calif.	50,530	164,368	125,218	6,143,756	121.59 37.38	+1.6	+2.2	-1.1	+1.8
Colo.	5,346	19,819	15,000	559,739	104.70 28.24	+1.2	+1.7	+8.3	+11.1
Conn.	3,990	13,187	9,766	521,374	130.67 39.54	-1	+2.9	-4.4	-5
Del.	744	2,971	2,302	61,304	86.43 21.64	+1.8	-2	+7	+1.2
D. C.	2,135	8,782	6,829	229,650	107.56 26.15	+4	+1.0	+9.3	+9.3
Fla.	19,165	66,002	49,862	1,028,140	53.65 15.58	+1.5	+1.5	+3.7	+5.0
Ga.	12,853	45,596	34,887	943,786	73.43 20.70	+2.9	+3.5	-5.2	-2.6
Hawaii	2,831	10,636	8,411	260,513	92.02 24.49	+2.1	+2.9	-10.4	-13.1
Idaho	1,811	6,405	4,703	219,463	121.18 34.20	+2.3	+2.1	-2	+2
Ill.	19,376	73,309	55,257	2,397,237	123.72 32.70	-4	-2	-14.7	-12.7
Ind.	7,320	25,433	18,937	624,626	85.33 24.56	+6	+2.5	-7.9	-4.5
Iowa	5,778	20,592	15,339	689,218	119.28 33.47	+1.1	+1.4	+4.6	+7.0
Kans.	3,926	14,035	10,732	420,536	107.12 29.96	+1.5	+1.5	+1.5	+4.5
Ky.	17,844	61,349	45,341	1,086,337	60.88 17.70	-1	(⁴)	-10.8	-15.3
La.	18,022	67,328	50,690	1,132,713	62.85 16.82	+1	+3	-15.7	-17.0
Maine	4,110	14,412	10,439	339,096	82.51 23.53	+1.6	+1.7	-1.7	+1.7
Md.	5,317	21,074	16,282	496,613	93.40 23.57	+4.6	+3.4	+1.9	+2.4
Mass.	12,121	40,027	29,609	1,474,351	121.64 36.83	+1	+5	-3.3	-1.2
Mich.	17,959	60,191	43,640	1,840,729	102.50 30.58	(⁴)	+5	-25.9	-23.4
Minn.	6,944	23,823	18,319	789,779	113.74 33.15	+7	+2.5	-4.5	+6
Miss.	12,771	47,547	36,991	1,243,457	27.68 7.43	(⁴)	-4	+22.7	+26.9
Mo.	20,160	69,409	51,645	1,324,472	65.70 19.08	+9	+1.3	-3.7	+5.1
Mont.	2,087	7,356	5,488	214,404	102.73 29.15	-3.2	-2.9	-6.9	-5.5
Nebr.	2,397	8,511	6,316	241,523	100.76 28.38	+7	+5.4	-4.5	+2.8
Nev.	22	79	57	968	12.25	(⁴)	(⁴)	(⁴)	(⁴)
N. H.	1,139	4,094	3,049	142,579	125.18 34.83	+1.3	+9	-12.6	-13.4
N. J.	4,942	16,710	12,714	531,319	107.51 31.80	+1.6	+1.6	-4	-2.7
N. Mex.	5,850	21,201	16,258	427,083	73.01 20.14	+2.7	+2.9	+17.1	+20.4
N. Y.	45,485	161,000	117,045	6,100,783	134.13 37.89	+2.1	+4.2	-6.2	-1
N. C.	17,154	64,246	49,071	1,001,096	58.36 15.58	+2.4	+2.7	+3.6	+7.2
N. Dak.	1,424	5,102	3,904	158,460	111.28 31.06	+1	+1.9	-5.1	-1.4
Ohio	12,574	47,125	35,735	1,143,303	90.93 24.26	+8	-2.9	-1.9	+8.8
Okl.	15,611	51,180	39,209	1,111,944	71.23 21.73	-3	-5	-12.2	-37.5
Oreg.	3,222	11,452	8,683	392,503	121.82 34.27	+5.7	+5.5	+3.4	+7.2
Pa.	24,172	91,317	69,310	2,354,485	97.41 25.78	+2.4	+2.8	-12.3	-11.8
P. R.	35,917	116,694	88,705	349,996	9.74 3.00	+7	+1.1	+13.6	+17.4
R. I.	3,067	10,416	7,597	339,238	110.61 32.57	-4	+5	-3.0	-6.4
S. C.	6,945	26,451	20,577	334,415	48.15 12.64	+1.4	+8.2	+8.6	+16.5
S. Dak.	2,661	8,829	6,730	217,222	81.63 24.60	+8	+5	+1.5	+4.7
Tenn.	20,669	74,150	55,539	1,396,202	67.55 18.83	+2.0	+2.0	+3.7	+41.8
Tex.	18,267	71,126	53,116	1,199,608	65.67 16.87	+2.3	+2.5	+16.4	+15.6
Utah	2,860	10,006	7,406	330,405	115.53 33.02	-1	+1.5	+4.6	+7.9
Vt.	997	3,550	2,699	76,408	76.64 21.52	+1	+1.1	+8	+10.4
V. I.	9,180	9,580	9,490	2,800	67.25 17.59	+1.8	+2.7	+5.3	+14.7
Va.	7,654	29,266	22,514	514,705	103.97 30.70	+1.5	+9	+1.0	-7.8
Wash.	8,512	28,829	21,087	885,023	103.97 30.70	+1.5	+9	+1.0	-7.8
W. Va.	17,184	63,930	49,882	1,351,046	78.62 21.13	-3	+11.2	+3	-5.5
Wis.	7,644	26,359	19,498	998,196	130.59 37.87	+5	+1.9	-4.7	-2.3
Wyo.	501	1,808	1,365	53,841	107.47 29.78	+4.4	+5.0	+8	(⁴)

¹ For definition of terms see the *Bulletin*, January 1953, p. 16. All data subject to revision.

² Includes as recipients the children and 1 parent or other adult relative in families in which the requirements of at least 1 such adult were considered in determining the amount of assistance.

³ Includes program administered without Federal participation in Nevada.

⁴ For Illinois includes premiums paid into pooled fund for medical care for December 1953 but excludes vendor payments made in December 1953 for medical services provided before the pooled fund plan began in August.

⁵ Decrease of less than 0.05 percent.

⁶ Average payment not computed on base of less than 50 families; percentage change, on less than 100 families.

⁷ In addition to these payments from aid to dependent children funds, supplemental payments of \$81,562 from general assistance funds were made to 2,037 families.

⁸ Excludes vendor payments for medical care.

⁹ Estimated.

Table 15.—Proportion of population receiving assistance (recipient rates) by State, December 1953

[Except for general assistance includes recipients receiving only vendor payments for medical care. All data subject to revision]

State	Recipients of old-age assistance per 1,000 population aged 65 and over ¹	Children receiving aid to dependent children per 1,000 population under age 18 ²	Recipients of aid to the permanently and totally disabled per 1,000 population aged 18-64 ³	Recipients of general assistance per 1,000 persons under age 65 ⁴
U.S. average	190	27	2.9	4.6
Ala.	292	38	5.3	(⁵)
Alaska	332	46	—	2.2
Ariz.	268	33	—	3.6
Ark.	326	26	2.4	.5
Calif.	267	32	—	5.9
Colo.	388	32	5.5	5.2
Conn.	84	16	—	(⁵)
Del.	57	21	.3	(⁵)
D. C.	45	32	3.1	1.0
Fla.	244	49	—	(⁵)
Ga.	395	25	3.4	1.8
Hawaii	83	47	4.5	1.7
Idaho	187	20	2.6	.3
Ill.	125	21	1.0	6.9
Ind.	100	14	—	7 6.4
Iowa	153	18	—	3.9
Kans.	169	17	2.8	2.8
Ky.	222	41	—	3.1
La.	600	47	8.4	3.0
Maine	133	32	—	12.4
Md.	60	19	2.6	1.1
Mass.	188	21	3.3	6.0
Mich.	158	19	.5	6.1
Minn.	183	18	—	5.9
Miss.	377	41	1.8	.5
Mo.	304	42	6.1	3.3
Mont.	175	25	3.9	2.6
Nebr.	134	15	—	(⁵)
Nev.	214	81	—	3.9
N. H.	112	18	.5	5.9
N. J.	48	9	.7	7 3.7
N. Mex.	313	51	5.0	1.0
N. Y.	78	27	3.7	5.2
N. C.	201	29	3.6	1.5
N. Dak.	162	17	2.3	3.7
Ohio	139	13	1.4	8.6
Okl.	449	51	4.0	(⁵)
Oreg.	142	15	2.6	9.8
Pa.	64	22	1.8	2.5
P. R.	476	100	11.4	.9
R. I.	116	32	2.1	10.5
S. C.	329	22	6.0	1.6
S. Dak.	188	29	1.3	2.5
Tenn.	254	44	.4	2.3
Tex.	383	18	—	(⁵)
Utah	203	24	4.1	4.6
Vt.	165	20	1.4	(⁵)
V. I.	327	36	7.3	6.1
Va.	73	18	2.3	(⁵)
Wash.	267	23	4.2	11.1
W. Va.	171	64	5.3	3.3
Wis.	143	17	.5	5.6
Wyo.	206	12	2.6	3.2

¹ Based on population estimated by the Bureau of Public Assistance as of July 1953.

² Based on Census data, July 1952, except data for territories, which are partly estimated by the Bureau of Public Assistance.

³ Average for 40 States. No program in operation in remaining States.

⁴ Average for 45 States. See footnote 6.

⁵ Less than 0.05 recipients per 1,000 persons under age 65.

⁶ Number of persons aided not currently available.

⁷ Rate includes unknown number of persons receiving medical care, hospitalization, and burial only.

⁸ Program administered without Federal participation.

⁹ Represents data for November.

Table 16.—Aid to the permanently and totally disabled: Recipients and payments to recipients, by State, December 1953¹

[Includes vendor payments for medical care and cases receiving only such payments]

State	Number of recipients	Payments to recipients		Percentage change from—			
		Total amount	Average	November 1953 in—		December 1952 in—	
				Number	Amount	Number	Amount
Total...	195,109	\$10,425,762	\$53.44	+1.1	+2.1	+18.8	+18.7
Ala.....	8,712	203,373	23.34	-1.0	-1.7	-1.4	-15.9
Ark.....	2,317	71,796	30.99	+9.4	+9.0	+399.4	+393.0
Calif.....	4,322	244,486	56.57	+2	+4	+13.7	+17.7
Del.....	70	3,928	56.11	(1)	(1)	-47.8	-43.7
D. C.....	1,605	96,198	59.94	+1.6	+2.9	+14.9	+12.0
Ga.....	6,447	261,927	40.63	+3.0	+3.2	+246.6	+260.1
Hawaii.....	1,192	64,679	54.26	+5	+5	+1.0	+7.1
Idaho.....	829	48,934	59.03	+1.0	+1.0	+1.7	+5.9
Ill.....	5,267	\$ 373,336	70.88	+1.6	+8	+28.4	+31.7
Kans.....	3,096	202,890	65.53	+5	-1.7	+6.2	+12.1
La.....	12,515	520,464	41.59	-1.3	-1.2	-14.1	-13.6
Md.....	3,808	197,265	51.80	+1.1	+1.4	+24.3	+29.0
Mass.....	9,419	864,172	91.75	-4.4	-4	+18.9	+20.5
Mich.....	1,822	124,270	68.21	+1.2	+1.0	+22.3	+24.2
Miss.....	2,035	50,019	24.58	+1.2	+1.4	+71.3	+109.1
Mo.....	14,191	736,732	51.92	+2.4	+2.4	+14.8	+15.1
Mont.....	1,288	80,359	62.39	+2.3	+2.5	+9.7	+8.8
N. H.....	144	10,202	70.85	+8.3	+4.9	(1)	(1)
N. J.....	2,368	175,168	73.97	+1.9	+2.5	+24.6	+32.4
N. Mex.....	1,876	75,028	39.99	+4	+2	-9.5	-12.6
N. Y.....	35,516	2,867,405	80.74	+1.7	+3.4	+11.5	+16.4
N. C.....	8,079	290,076	35.90	+1.4	+1.8	+29.6	+32.5
N. Dak.....	747	51,385	68.79	0	+8.5	+2.5	+4.5
Ohio.....	6,715	333,216	49.62	+6	+8	+15.0	+15.4
Okl.....	4,886	300,184	61.44	+1.7	+2.2	+34.4	+20.0
Oreg.....	2,395	182,633	76.26	+1.3	+2.2	+20.1	+23.4
Pa.....	11,249	\$ 546,172	\$ 48.55	+2.6	+2.2	+15.4	+15.5
P. R.....	14,089	117,309	8.33	+1.9	+2.2	+38.7	+37.2
R. I.....	983	70,282	71.50	+3.5	+3.5	+152.7	+163.1
S. C.....	6,655	214,803	32.28	+7	+3.7	+20.4	+23.7
S. Dak.....	472	21,466	45.48	+3.3	+3.5	+55.8	+56.7
Tenn.....	722	27,810	38.52	+9.2	+9.5	-----	-----
Utah.....	1,591	101,747	63.95	+1.6	+1.5	+4.2	+8.2
Vt.....	291	14,122	48.53	+2.5	+3.4	+27.1	+41.3
V. I.....	65	730	-----	-----	-----	-----	-----
Va.....	4,266	155,862	36.54	+2.3	+2.5	+25.4	+27.8
Wash.....	5,759	402,495	69.89	-3	+1	+5.1	+8.7
W. Va.....	5,767	201,853	35.00	+2.5	+14.5	+33.2	+22.8
Wis.....	1,101	95,075	86.35	+9	+4.5	+5.7	+30.3
Wyo.....	438	25,911	59.16	+1.4	+9	-2.7	-2.1

¹ For definition of terms see the *Bulletin*, January 1953, p. 16. All data subject to revision.

² For Illinois includes premiums paid into pooled fund for medical care for December 1953 but excludes vendor payments made in December 1953 for medical services provided before the pooled fund plan began in August.

³ Percentage change not computed on base of less than 100 recipients.

⁴ In addition to these payments from aid to the permanently and totally disabled funds, supplemental payments of \$38,090 from general assistance funds were made to 1,701 recipients.

⁵ Excludes vendor payments for medical care.

⁶ Estimated.

Table 17.—General assistance: Cases and payments to cases, by State, December 1953¹

[Exclusive of vendor payments for medical care and cases receiving only such payments]

State	Number of cases	Payments to cases		Percentage change from—			
		Total amount	Average	November 1953 in—		December 1952 in—	
				Number	Amount	Number	Amount
Total²...	270,000	\$13,638,000	\$50.53	+9.9	+14.8	-3.7	-2.3
Ala.....	85	2,280	26.93	(2)	(2)	-42.6	-34.7
Alaska.....	143	7,702	53.86	+17.2	+20.2	-3.4	-4.0
Ariz.....	1,515	69,790	46.07	+8.1	+7.6	+14.3	+13.9
Ark.....	458	6,155	13.44	-3.4	-2.1	-78.8	-79.1
Calif.....	31,156	1,548,528	49.70	+9.8	+13.8	+10.6	+17.8
Colo.....	1,939	86,098	44.40	+25.9	+25.0	-5.0	-13.4
Conn.....	3,263	\$ 185,576	\$ 56.87	-7.9	-5.8	-16.1	-15.1
Del.....	884	42,326	47.88	+10.0	+18.3	+19.3	+26.0
D. C.....	679	40,374	59.46	-6.6	-5.7	-2.4	-6.8
Fla.....	5,400	\$ 85,500	-----	-----	-----	-----	-----
Ga.....	2,361	45,411	19.23	+14.7	+15.8	-21.0	-10.5
Hawaii.....	701	29,066	41.46	-1	+2	-58.0	-68.7
Idaho.....	101	3,913	38.74	(3)	(3)	-25.7	-29.1
Ill.....	25,150	1,638,102	65.13	+12.2	+17.3	+1.7	+5.2
Ind. ⁴	9,403	347,587	36.97	+10.0	+24.0	+5.8	+13.8
Iowa.....	3,840	130,464	33.98	+18.3	+26.3	+3.4	+5.1
Kans.....	1,908	99,306	52.05	+13.3	+17.9	+1.5	+8.4
Ky.....	3,077	79,700	25.90	+10.6	+8.4	+14.9	+12.8
La.....	6,856	267,874	39.07	-7	-3	+9	+1.3
Maine.....	3,403	159,344	46.82	+20.6	+24.6	+10.0	+8.9
Md.....	2,058	111,727	54.29	+3.8	+4.9	-21.7	-18.8
Mass.....	11,690	694,622	59.42	+7.2	+20.1	-8.8	-8.9
Mich.....	13,840	784,674	56.70	+13.2	+16.0	-1.6	-8.1
Minn.....	6,364	361,231	56.76	+17.9	+28.4	+9.1	+18.0
Miss.....	793	10,213	12.88	+4.1	+4.3	-10.7	-8.3
Mo.....	5,296	187,297	35.37	-2	-3.3	-40.7	-39.2
Mont.....	685	22,385	32.68	+20.4	+30.1	+6.0	+7.3
Nev.....	330	\$ 11,400	\$ 34.55	+10.0	+2.7	+17.9	+18.8
N. H.....	980	51,536	52.59	+11.1	+30.3	-9.8	+1.6
N. J.....	6,578	489,699	74.44	+12.3	+12.7	+9.0	+13.4
N. Mex.....	412	10,637	25.82	+6.2	+5.6	+73.1	+72.4
N. Y.....	27,057	2,004,111	74.07	+8.1	+8.8	-23.6	-24.2
N. C.....	2,180	46,659	21.40	+12.3	+8.4	+19.8	+23.2
N. Dak.....	542	22,705	41.89	+53.5	+64.8	+2.1	-4.8
Ohio.....	22,810	1,106,547	48.51	+20.3	+25.5	+9.1	+20.8
Okl.....	11,400	70,591	62.10	+14.8	+17.3	+3.6	+6.4
Oreg.....	5,439	337,744	62.10	+14.8	+17.3	+3.6	+6.4
Pa.....	15,157	842,433	55.58	+5.6	+7.4	-15.2	-13.6
P. R.....	1,966	13,030	6.63	-11.4	-12.6	-14.0	-14.6
R. I.....	3,355	216,827	64.63	+10.0	+8.0	-11.2	-51.0
S. C.....	2,214	54,063	24.43	+2.0	+13.6	-4.2	+10.3
S. Dak.....	584	16,178	27.70	+9.4	+11.1	+2.8	-5.3
Tenn.....	2,542	33,214	13.07	+10.3	+13.8	+16.6	-3.1
Tex.....	12,700	12 168,000	-----	-----	-----	-----	-----
Utah.....	1,569	97,595	62.20	+24.2	+34.2	+23.3	+25.3
Vt.....	12 1,000	12 40,000	-----	-----	-----	-----	-----
V. I.....	125	1,300	-----	-----	-----	-----	-----
Va.....	1,891	66,389	35.11	+3.1	+5.0	+5.3	+25.9
Wash.....	11,060	638,956	57.77	+22.7	+24.2	+21.0	+15.9
W. Va.....	3,106	93,815	30.20	-1.3	-1.5	-11.5	-15.3
Wis.....	6,209	408,349	65.77	+18.9	+30.2	+19.8	+30.9
Wyo.....	251	11,760	46.85	+40.2	+51.4	+38.7	+27.0

¹ For definition of terms see the *Bulletin*, January 1953, p. 16. All data subject to revision.

² Partly estimated; does not represent sum of State figures because total excludes for Indiana and New Jersey payments made for, and an estimated number of cases receiving, medical care, hospitalization, and burial only. Excludes Nebraska; data not available.

³ Percentage change not computed on base of less than 100 cases.

⁴ State program only; excludes program administered by local officials.

⁵ About 14 percent of this total is estimated.

⁶ Partly estimated.

⁷ Excludes assistance in kind and cases receiving assistance in kind only and, for a few counties, cash payments and cases receiving cash payments. Amount of payments shown represents about 60 percent of total.

⁸ Includes unknown number of cases receiving medical care, hospitalization, and burial only, and total payments for these services.

⁹ Includes cases receiving medical care only.

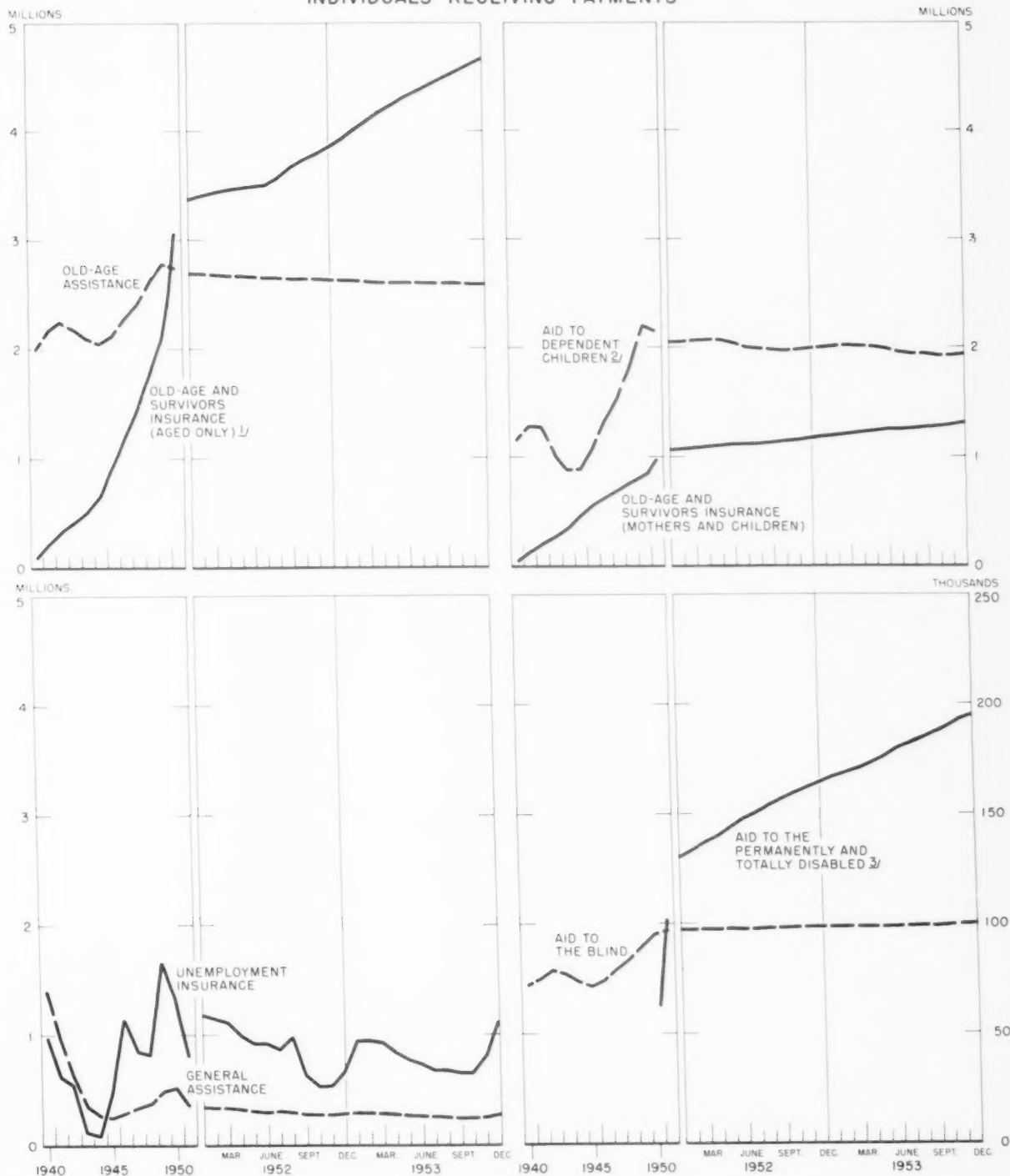
¹⁰ Includes 5,829 cases and payments of \$189,191 representing supplementation of other assistance programs.

¹¹ Excludes estimated duplication between programs; 1,526 cases were aided by county commissioners and 3,249 cases under program administered by Oklahoma Emergency Relief Board.

¹² Estimated on basis of reports from a sample of local jurisdictions.

Social Security Operations*

INDIVIDUALS RECEIVING PAYMENTS



* Old-age and survivors insurance: beneficiaries receiving monthly benefits (current-payment status), estimated for August 1952; annual data represent average monthly number. Public assistance: monthly number of recipients under all State programs (including, beginning October 1950, cases receiving only vendor payments for medical care, except in general assistance); annual data, average monthly number. Unemployment insurance: average weekly number of beneficiaries for the month under all State laws; annual data, average weekly number for the year.

¹ Receiving old-age, wife's or husband's, widow's or widower's, or parent's benefit. Beginning September 1950, includes a small proportion of wife beneficiaries under age 65 with child beneficiaries in their care.

² Children plus 1 adult per family when adults are included in assistance group; before October 1950, partly estimated.

³ Program initiated October 1950.

NOTE: Data for payments and data for individuals receiving payments appear in alternate months.

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